Physical Education Policy and Practice in Queensland Primary Schools 1970-1993

A thesis submitted in fulfilment of the requirements for the Degree of Doctor of Philosophy in the Department of Human Movement Studies at the University of Queensland.

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I hereby affirm that the contents of this thesis, in whole or in part, are original, except where indicated, and have not been submitted for a degree at this or any other university.

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1998

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Abstract

This thesis investigates the development and implementation of curriculum policies and practices for physical education in Queensland primary schools from 1970 to 1993 when it was widely reported that there was a 'national crisis' in physical education. The starting point for the research was the 1972 Queensland primary school health and physical education policy document which was developed by staff of the Department of Education in the early 1970s. In 1993, when this research was initiated, this policy document was still current and it remained current when this thesis was completed in late 1998. In addition to this intriguing phenomenon, there are technical, political and practical questions as to how this syllabus document can remain current for over 25 years. Answers to these questions focus on identifying the process by which curriculum policies for primary school physical education were developed and or reviewed in Queensland; how primary school physical education policies were received by teachers and others; and, whether physical education in Queensland primary schools was achieving the best outcomes for students .

The characteristics of the problem and the broader aims of the research initially suggested that a 'critical' approach would be the most appropriate research paradigm for this study. Following further investigation of the problem a multiparadigmatic approach was adopted. In this approach, research of the empirical-analytic, interpretive, and critical paradigms were regarded as complementary rather than as competing or alternative. The outcome in research terms is a level of synthesis which could not be achieved through the application of a single paradigm and it provides a more complex set of understandings which describe and explain the interplay of technical, political and moral issues underpinning the development and implementation of policy and practice for physical education in Queensland primary schools from 1970 to 1993.

The findings from this study provide evidence that staff of the Queensland Department of Education, and others, had made repeated attempts over 23 years to replace the 1972 document. These attempts failed to reach full-implementation. Those failures were due to a number of factors including the limited involvement of classroom teachers and

teacher educators and a wider failure in the political process of policy formulation and implementation. The findings of this research provide explanations and understandings of the policy development process which, if applied, could lead to a resolution of the policy development problems.

The roles of practitioners in policy implementation presented other problems. Classroom teachers, and others, responded to policy documents in a variety of ways from outright rejection, through partial implementation, to full acceptance. However, practice across the state never reached an optimal standard and there was a continuing resistance, at all levels, to both the 1972 document and subsequent attempts to rehabilitate or replace it. This and a number of of other significant issues that have been identified through the research will need to be addressed in a coherent way if physical education curriculum policy and practice is to be developed and delivered in a manner which is both technically efficient, professionally rewarding and relevant for the lives of children in this state.

Contents

List of Abbreviations

AAHPERD	American Alliance for Health, Physical Education, Recreation and Dance
ABC	Australian Broadcasting Commission
ACHPER	Australian Council for Health, Physical Education and Recreation
AEC	Australian Education Council
ASC	Australian Sports Commission
BCAE	Brisbane College of Advanced Education
BSSS	Board of Secondary School Studies
BOSSSS	Board of Senior Secondary School Studies
CAE's	Colleges of Advanced Education
CQU	Central Queensland University
CSIRO	Commonwealth Scientific Investigation and Research Organisation
DEET	Department of Employment, Education and Training
DPE	(South Australian) Daily Physical Education Programme
HPE	Health and Physical Education
HPECDP	Years 1-10 Health and Physical Education Curriculum Development Project
HPEPT	Health and Physical Education Project Team
HPESAC	Health and Physical Education Subject Advisory Committee
JRH	Jump-rope for Heart
KGCAE	Kelvin Grove College of Advanced Education
KGTC	Kelvin Grove Teachers College
KLA	Key Learning Area
LOTE	Languages Other Than English
MACOS	Man: A Course of Study
MLA	Member of the (Queensland) Legislative Assembly

NASPE	National Association for Sport and Physical Education
PCC	Primary Curriculum Committee
PE	Physical Education
PET	Physical Education Teacher
PERT	Physical Education Resource Teacher
PHEPC	Primary Health Education Project Committee
PSCHPE	Primary Syllabus Committee for Health and Physical Education
PPESSP	Primary Physical Education Syllabus Support Project
PSPA	Primary Schools Principals' Association
P-10 HPE	P-10 Health and Physical Education Framework
QIT	Queensland Institute of Technology
QTC	Queensland Teachers College
QTU	Queensland Teachers' Union
QUT	Queensland University of Technology
ROSBA	Review of School Based Assessment
SAC	Subject Advisory Committee
SBCD	School-based Curriculum Development
SEMP	Social Education Materials Project
SHAPE (SA.)	Schools' Health, Academic Performance and Exercise Project
SHAPE (Qld.)	Secondary Health and Physical Education
SPSS	Statistical Package for Social Sciences
TAFE	Colleges of Technical and Further Education
TE Score	Tertiary Entrance Score
15/30 DPE	(Queensland's) Daily 15/30 Physical Education Program

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Chapter 1

Physical Education Policy and Practice in Queensland Primary Schools 1970-93: An Introduction

Introduction

> Physical Education, as an integral part of education, aims to assist each child attain maximum development - physically, socially, emotionally, and intellectually - according to his (or her) capabilities. The unique contribution of Physical Education is the provision of opportunities for structuring learning situations in motor experiences which favourably influence the growth and development of the child (Department of Education, Queensland, 1972a, p. 1).

The above quotation is the introduction to the 1972 policy document which was developed by staff of the Queensland Department of Education in the early 1970s. In 1993, when this research was initiated, this policy document was still current. It remained current at the time of the thesis completion in 1998.

Health and Physical Education, or 'Physical Education' as it is commonly labelled[1], is one of the eight key learning areas (KLAs[2]) in Queensland primary schools[3] (Queensland School Curriculum Office, 1996). The fact that a curriculum document could remain current for over 25 years is an intriguing phenomenon and provided the initial motive for initiating this research. However, a number of other related issues were also significant, including; what was the process by which curriculum policies for primary school physical education in Queensland were developed?; how were these policies received by teachers and others? did physical education practice reflect policy?; how did this physical education policy relate to practice?; was physical education favourably influencing the growth and development of primary students (as suggested in the above quotation)?; and, how might physical education in Queensland primary schools achieve more in the near future?

The broader context which is described in the following discussion is addressed in a hierarchical order. From a national perspective there was a perception of a crisis in physical education (Kirk, 1994) which practitioners and policy makers sought to

address. The view from Queensland however, was mixed, even ambivalent to the changing circumstances of policy and practice. At an applied level, the close historical relationship between physical education and sport, which had complicated the process of curriculum renewal, remained a significant cultural influence over policy and practice. The following discussion of the context, inputs, processes and products which define this area of curriculum (Stufflebeam, 1971), elaborates the theoretical framework that was utilised in its analysis. The product of this analysis is expressed in the six research questions which guided the initial conceptualisation of the thesis.

The National Crisis in Physical Education

The suggestion that there was a 'national crisis' in physical education initially surfaced in October 1991, when staff of Deakin University hosted a conference for physical educators at its Geelong campus. The conference title was 'National Workshop on the Crisis in Physical Education' and it was held in response to increasing concerns about Physical Education in Australian schools. In attendance were teachers, teacher educators, and others involved in physical education at primary, secondary and tertiary levels. The press release that was distributed following this conference reported that :

> Delegates spoke with authority of the almost total neglect of physical education in primary schools suggesting that programmes at this level might not be meeting the needs of Australian (children and) adolescents. And participants were critical of current developments in training programmes for physical education teachers which are neglecting social and practical skills for more esoteric scientific knowledge (ACHPER National Journal, 1991, p. 14.).

At the same time as the Deakin Conference (coincidental according to the Deakin Conference organisers), the Australian Sports Commission (ASC) hosted its own conference on Junior Sport. The ASC's post conference media release, which was also reported in the ACHPER National Journal (1991, p.14), indicated that there had been "a stark decline in sport and physical education within schools" and that the ASC had "declared war ... on Australia's Education systems".

Tensions in physical education practice received prominent national attention in July 1992 when an ABCs (Australian Broadcasting Commission) *Four Corners* report

provided a critique of Physical Education and Sport in Australia. This report contained a number of allegations including that:

a. Physical Education specialists in Australian primary schools were now almost non-existent and that only Tasmania and Queensland staffed teachers in these positions;

b. the various Physical Education advisory branches that had been established during the 1970's and that had provided leadership and assistance to teachers had now been disbanded in every state;

c. in some states, including South Australia, schools were hiring physical education specialist teachers privately, but that only the children of parents who could afford to pay were able to attend;

d. 85% of Australian primary school children were physically unfit and that these children generally demonstrated poor motor skills;

e. there had been no obvious (state or federal) government response to a number of inquiries into Physical Education that had recommended urgent attention be given to Physical Education in primary schools ;

f. Physical Education in the nineteen nineties is in worse condition than it was ten years ago; and,

g. Physical Education programs in many Australian primary schools were now less than that found in many third world countries.

By 1992 concerns about physical education in Australian schools were sufficient to initiate a National Inquiry into Sport and Physical Education and in December of that year the Senate Standing Committee on Environment, Recreation and the Arts released its report. The terms of reference of this committee were wide ranging but, essentially, it was to report on the current status of Physical Education and Sport in Australian Schools. The findings and recommendations of this inquiry are too numerous to list here but the following introduction to the report's summary is indicative of them:

> The Committee has learnt that physical education is being dramatically reduced throughout schools in Australia and that there is a lack of political commitment to address the problems associated with the provision of quality physical education. Ironically, there is no dispute about the importance of physical education, yet there is a serious problem with its delivery (p. xiii.).

While the four organisers (or organisations) that engineered these four events had quite disparate motives for taking an interest in primary school physical education, the events were interrelated and their conclusions were not dissimilar. In an interesting display of unanimity, they each presented evidence that led to the conclusion that there was no dispute about the importance of physical education but that it was in a state of crisis. They were also unanimous in their recognition of the political dimension to this crisis and that this was not simply a pedagogical or technical issue.

A Queensland Perspective

Studies conducted into physical education in Queensland (for example, Kirk, Colquhoun & Gore, 1988) were consistent with the interim findings that had been reached by the four groups that were presented in the previous discussion. While support existed in the wider community for the inclusion of some form of physical activity in the primary school program, it was clear that physical education was not highly regarded by classroom teachers (Walmsley, 1993a).

At the school level, many classroom teachers have difficulty articulating why physical education is included in the primary school curriculum based on any educative rationale and, in those schools which have a specialist teacher, classroom teachers abrogate their responsibilities in this curriculum area (Walmsley, 1993a). This may be explained, in part, as due to the low confidence levels of teachers in physical education (Senate Standing Committee on Environment, Recreation and Arts, 1992; Kirk, Colquhoun & Gore, 1988). It is also evident that primary school physical education outcomes were rarely evaluated in any systematic way and that there is virtually no articulation between primary school and secondary school programs (Walmsley, 1993b). In addition, research into children's fitness in Central Queensland suggest that fitness levels in this region were even lower than the poor national averages that had been reported in the national studies which provoked images of a crisis (Walmsley, 1990).

Further compelling evidence relating to the inadequacy of contemporary physical education programs in Queensland can be found through discussion with preservice

Bachelor of Education degree students. Many of these students have reported in tutorials that the physical education that they completed as part of their primary and secondary schooling did little for them, and that they found their school based programs either irrelevant or traumatic or both. From the student teacher's perspective, this is of considerable concern in terms of their lost opportunities for personal growth and development. In the context of these people teaching physical education when they commence their professional careers the concerns are manifold. The potential for these future teachers perpetuating the inappropriate practices and values that they were exposed to is great. As a result, the cycle of physical mis-education is likely to continue (Tinning, 1987).

Classroom and physical education specialist teachers, who are currently enrolled in the Bachelor of Education (inservice) and the Master of Education degree programs at Central Queensland University, have also confirmed the accuracy of the earlier reports. They suggest that the current physical education programs do not address the needs of all children and that health education is seldom taught. These teachers have also reported their inability to bring about change, that is, to reconstruct or construct new practices on the basis of their pedagogical knowledge (Walmsley, 1993a).

During discussions about physical education in primary schools, these teachers have suggested that there is no requirement from the Queensland Department of Education for them to evaluate or modify their current practices in physical education and that the Department's concerns focus on curriculum programs in Mathematics, English (particularly comprehension and reading), and LOTE (languages other than English). According to these teachers, information and advice about these three subject areas is continually circulated for action whereas physical education and a number of other subjects, including Visual Arts, Music and Drama, are given scant attention (Science and Social Studies reportedly enjoy the middle ground). They suggest that physical education has only marginal status in primary schools and that in an overcrowded curriculum it receives minimal consideration. This is in stark contrast to the place of sport in the wider society. Physical education and sport have always enjoyed a close, though not necessarily beneficial, relationship. It would appear that many classroom

teachers, either through ignorance or laziness, are prepared to collapse the distinction between physical education and sport and receive very little professional criticism for doing so (Health and Personal Development Unit, 1994; Senate Standing Committee on Environment, Recreation and Arts, 1992).

Physical Education and Sport

While the concept of sport as an Australian super-religion might be questioned from a number of perspectives (see for example McKay, 1991) there is no doubt that 'sport' and sporting heroes have both a popular and reified image in Australian society. Like the escapades of the ANZACS and the 'diggers' of earlier times, our sporting heroes are deified in the nation's media, honoured in National Awards, and appointed to Boards and Commissions. It would seem that to dislike sport is to be unAustralian.

Australian schools have both supported and played an active part in the social construction of sport and the image of the sun-bronzed athlete and it could be argued that this image has maintained the inclusion of physical education in the primary schools of Twentieth Century Australia. While this subject area has never achieved the academic status of one of the 'three Rs (writing, reading and arithmetic), it has, nevertheless, enjoyed considerable popular support. Indeed, its place and value in the curriculum has largely been unquestioned by the wider community. This is based on the assumption that the experiences provided by this area contribute significantly to the development of our youth.

This expectation was exemplified in 1991 following the Australian Education Council's (AEC) initial announcement of the eight key learning areas that were to be used in the development of Australia's national curriculum. When it became evident that 'Physical Education' was not identifiable by name amongst the AEC's key learning areas, there was widespread criticism from across Australia (some of this criticism was documented by the Senate Inquiry into *Physical and Sport Education*, Senate Standing Committee on Environment, Recreation and Arts, 1992). Interestingly, many of the complaints came from individuals and groups outside the school communities[4] . The response to the AEC's proposal was such that within six months of their initial announcement, and

contrary to their earlier insistence that there would be no changes to the names of the key learning areas, the 'Health' area was renamed and expanded to 'Health and Physical Education' (Australian Education Council Curriculum Assessment Committee, 1993).

Criticism of the AEC's proposal on these and other grounds was also reported in Queensland (Department of Education, Queensland, 1993b) where it could be argued that community support for sport and physical education exceeds the national preoccupation described earlier. Sport has provided one of the arenas in which 'Queenslanders' can, in a very public way, 'take on' Australia's other states as evidenced by the media prominence given to the annual Rugby League 'State of Origin' clash. Furthermore, Queenslanders invoke an environmental superiority when they argue that their climate is the best in Australia for those with sporting and outdoor recreation interests (Bowen, 1992).

The desirability of the inclusion of sport and physical education in schools in Queensland is frequently verified at the beginning of the school year in the advertisements inserted in the print media by private schools. Their full-page advertisements are often dominated by photographs of school students involved in contact sports or the school's physical education facilities and resources. Typically, these photographs are supported by a short article indicating that the school has a commitment to sport and that the students' participation in sport and physical education will help them grow 'physically, mentally and emotionally'. Thus, sport and physical activity are frequently commodified (McKay & Kirk, 1992) and utilised as 'selling points' for schooling; explicitly in the case of private schooling and implicitly in the state schools.

A Prognosis for Change

The initial point of entry to this research was a primary school physical education policy document which has remained unchanged for over 25 years. If policy represents practice, it would appear that physical education as an area of curriculum is highly resistant to change. Despite the concerns about physical education that have been

expressed and reported here, opportunities for generating 'real' change (Sparkes, 1990) currently exist. Continuing changes to political, social and economic circumstances are providing the impetus for reviewing what we are we doing in schools (Knight, Lingard & Bartlett, 1992). There have been several significant structural changes to the Queensland Department of Education[5] in recent years, as the bureaucracy is restructured according to 'managerialist' practices (Lingard, Knight, & Porter 1993). This corporatisation has occurred at a time of diminishing funding for education and, in response, there have been attempts to minimise the number of non-teaching staff. This has occurred in both administrative and curriculum functions and, in the latter, this has meant a reduction in the number of advisory and support staff.

The significance of this is that we are currently experiencing change which did not directly emanate out of school practice and changes of this nature will necessitate the development of new policies leading to a review of practice in both the short and medium terms. Historically, in Australia's education systems, structural change has invariably preceded curriculum change (White, 1987; Austin, 1972) and these structural changes are in the process of implementation in Queensland. Thus, teachers and other professionals with an interest in physical education will need to prepare themselves to engage in the micropolitical struggles that will inevitably occur (Sparkes, 1990; Ball, 1987).

This research forms part of the preparation. It seeks to understand what has occurred in primary school physical education in Queensland since the early 1970s, when the *Health and Physical Education Curriculum Guide* was being developed, to 1992 when tensions concerning physical education practice nationally were such that they resulted in a Senate Inquiry. However, this project has, as its major focus, a concern for the future. That is, the purpose of investigating the past and the present is to provide a way forward for primary school physical education policies and practice in the future (Kirk, 1992a; Goodson, 1990b; Seddon, 1989).

The Research Questions

The characteristics of the problem and the broader aims which have been identified suggest that a 'critical' approach would be the most appropriate research paradigm for this study. However, it is clear that the study will have a number of subsidiary components, which can be thought of in terms of 'multiple paradigms', which will be described and critiqued in greater detail in the next chapter, and that the insights gained through these multiple paradigms have the capacity to inform each other. Thus the thesis is structured in a hierarchical manner in order to demonstrate that the 'empirical treatment' of the quantitative data is 'interpreted' in order to provide the raw material for the critical understandings presented in the final chapter. Although the critical chapter is the dominant approach, the outcome in research terms is a level of synthesis which could not be achieved through the application of a single paradigm. In a philosophical sense, this approach is pragmatic rather than dogmatic. An orthodox approach consisting of a single paradigm would certainly deliver a single, though possibly impoverished view of the issues under investigation. The heterdox approach under the rubric of multiparadigmatic, provides for a more complex set of understandings which describe and explain the interconnection of technical, political and moral issues underpinning the development and implementation of policy and practice for physical education in Queensland primary schools. A more detailed description of the multiparadigmatic approach used in this thesis is provided in Chapter 4.

In broad terms this study will examine physical education policy and practice in Queensland primary schools from 1970 to 1993. Specifically it will attempt to respond to the following questions:

1. What is the function of policy in education in Queensland and why is it developed?
2. What was the purpose of the primary school Physical Education policy?
3. How and why was policy with regard to primary school Health and Physical Education developed and used for the period 1970 - 1993 in Queensland?
4. Who was involved in this policy development and for whom?

5. How have state primary schools in Queensland respond to the policies developed and released in the period 1970 -1993?

6. What are the implications for the future of primary school Physical Education in Queensland schools?

In order to initially respond to these questions the following two tasks were completed: first, there was a short report prepared from document analysis and historical records on the development and implementation of physical education in Queensland at the primary school level; and, secondly, the people who were actively involved in the construction, contestation, implementation and redevelopment of primary school Physical Education policy from 1970 to 1993 were identified and their understandings of their role in policy and practice investigated through interview.

Summary

This initial chapter has provided a general introduction to the thesis and in doing so it has identified the main issues and concerns that will be addressed. It has, for example, provided evidence that, nationally, primary school physical education is in a state of crisis and that while there appears to be an acceptance of the need for physical education in schools, it is less clear why this is so or what its purpose might be.

It has also been reported that physical education has been closely associated with sport which has a pervasive and popular position in Australian society. Indeed, 'sport' and 'physical education' are frequently used synonymously. While it could be argued that this association has contributed to the general support for physical education in schooling, it could also be argued, paradoxically, that this association has distorted the objectives and content of this curriculum area; that this relationship has redefined physical education. Furthermore, it has been reported that primary school physical education was not well regarded by classroom teachers and that there were concerns regarding policy development and implementation. While this requires investigation, the prima facie evidence suggests that there have been difficulties in policy and practice renewal as the current policy document for primary school physical education has been in circulation for over a quarter of a century.

The discussion presented in this chapter has also identified a number of significant groups that are seeking changes, in one form or another, in physical education practice. However, it is clear that these groups have different priorities and that any future physical education policies are likely to be contested. It has also been suggested that opportunities for introducing change are likely to follow the completion of structural modifications that are currently being implemented to the Queensland Department of Education.

The purpose of this thesis is to investigate the development of curriculum policies for physical education in Queensland primary schools from 1970 to 1993. While the study has a historical orientation it is concerned with identifying what we can learn from our past experiences (Kirk, 1992a; Goodson, 1990b). Thus the intent is to examine the past and present in an attempt to inform future policy development and practice for the benefit of children in schools. The chapter that follows will provide an overview of research into physical education which will also explain further the research paradigm to be used in this project.

Notes for Chapter 1:

1. In Queensland 'physical education' has been generally used by teachers and others rather than the full label of 'health and physical education'. Typically, the term 'physical education' is used in reference to all physical activities completed in a school, including fitness activities, sport and lessons focussing on skill development. 'Health Education is used in reference to lessons of a theoretical nature that are concerned with health issues.

2. KLA's, in place of 'curriculum area', were first used in Queensland during the development of the "frameworks" document in the late 1980's (Department of Education, Queensland, 1987b). This term was also adopted by those concerned with developing the 'National Curriculum Project" in the early 1990's when Health and Physical Education was identified as on of eight KLA's to be promoted nationally (Australian Education Council, 1994a).

3. Throughout the 1970s and for most of the 1980s primary schools in Queensland included Years 1-7. Consequently, the 1972 policy document was developed for years 1-7. In the late 1980's Pre-school units in Queensland were reclassified as part of the primary schools (Matheson, 1991). This arrangement has remained unchanged in the 1990's.

4. Refer, Senate Standing Committee on Environment, Recreation and the Arts, 1992, pp. 15-22.

5. The Department of Education in Queensland was rebadged as 'Queensland Education' in January 1997. However, for consistency of language, the earlier label is retained throughout the thesis when referring to the Department and its staff.

Chapter 2

Research in Physical Education Curriculum and Pedagogy

Introduction

The previous chapter provided a general introduction to this thesis including a rationale for its implementation. In addition, the opening chapter identified the research questions to be addressed and the range of tasks that will be completed. Prior to a discussion of the literature relating to physical education, education, policy and curriculum (Chapter 3) and a discussion of the methodology to be used in this project (Chapter 4), this chapter reports on research in physical education and locates this study within contemporary physical education research. This discussion will also provide some essential contextual information including the relationship between physical education and education.

Initially, the key words, 'research','education', and 'physical education', which provide the initial boundaries of this study, will be briefly explored and then there will be a discussion and a critique of the research paradigms that have been utilised in physical education research. This discussion will also introduce and provide a critique of a multiparadigmatic perspective which provides an alternative view of the three main research paradigms.

Research: systematic and purposeful inquiry

In general terms 'research' can be defined as a systematic inquiry which is conducted for the purpose of either extending our knowledge base or for providing a solution to a perceived problem. That is, it is an investigative process which is organised for a particular purpose or purposes. Persons who are involved in research, are often concerned with questions of validity, reliability and objectivity. Researchers are also concerned, to some degree, with issues of authenticity, mutual respect, political action, and the development or recognition of intersubjective knowledge. Each of these issues can, in an epistemic sense, be conceived of as knowledge constitutive interests (Habermas, 1972). There are several alternative approaches which can legitimately be

applied to research. Typically these approaches, which can be referred to as paradigms, are conceived of as mutually exclusive, but they do not need to be.

Historically, researchers concerned with education utilised the approaches and methods that had been used in research in the natural sciences (the 'scientific' or 'positivist' paradigm). However, a number of alternative approaches have re-emerged which have the potential for providing a wide range of new insights. This is not to suggest that these alternative approaches are necessarily superior, but, rather, to acknowledge that these approaches view research from a different theoretical perspective. Furthermore, researchers utilising the alternative approaches will often ask different types of questions from those considered by scientists working in the empirical-analytic tradition.

However, research paradigms should not be thought of as unchanging concepts (Kuhn, 1970). While their underlying principles and values may remain firm their characteristics have changed over time. For example, those researchers working in the 'scientific' tradition will show a preference for notions of validity and reliability which rely upon hypothesising, testing, observation and replication, reduction, and abstraction. However, recent additions to their interests, such as sociobiology or environmentalism, are testing the once impregnable structures of objective reality.

Alternatively, researchers working in the social sciences and humanities, particularly those who come from a radical postmodern perspective and who would deny the existence of all knowledge structures, have continued to focus upon understanding the human condition rather than the external material world. However, this does not preclude the possibility of social science researchers appropriating practices from the scientific research methods in mapping those aspects which are able to be quantified without the loss of their essential characteristics. These and other considerations of research paradigms will be explored shortly.

Education: the formal process of learning

The second of the key words, 'education', identifies the broad concerns of the

proposed research. For the purposes of this discussion, 'education' is used to refer to the formal process of learning which has become a feature of most modern western societies (Hamilton, 1990). In these societies, education has become institutionalised and it typically occurs in centres (schools) which are staffed by teachers and managed along bureaucratic lines. Teachers are usually required to organise and implement programs based on approved syllabuses (curriculum documents) which have been developed to serve a number of purposes, including, developmental, vocational, and social. This process has also been referred to as schooling (Lundgren, 1991). While schooling as 'education' is generally described as a positive force within society, there is a considerable body of literature which refers to the process of schooling in less favourable terms (see for example, Henry, Knight, Lingard & Taylor, 1988).

In Australia, educational practice has been subjected to continuous modification (reconstruction) and we have seen tensions created by the move to school based curricula (Skilbeck, 1984) on one hand (particularly in the late sixties and seventies), and a more recent re-centralisation with an orientation to managerialist structures at both state (for example, in Queensland "Education 2000", Department of Education, Queensland, 1985, and "Corporate Vision", Department of Education, Queensland, 1989) and federal levels (Mayer 1992; Carmichael 1992; Finn 1991) on the other. These more recent initiatives have been central to the re-organisation of schooling in Australia and the attempted development and introduction of a national curriculum structure following the emergence of, and the pre-eminence given, to the Australian Education Council (AEC). While the AEC's national curriculum project has been put on hold (Hannah, 1993) its supporters would claim that it is far from dead and that it is likely to resurface at a politically opportune moment. This discussion highlights the changeable nature of education and the interconnectedness of school curricula to economic and political factors at work in the wider society. This implies that educational practice is socially constructed (Kirk, 1992a; Goodson, 1988; 1990a; 1990b), contested (Apple, 1990; Kemmis & Fitzclarence, 1986; Giroux, 1983) and reconstructed, and, above all else, managed (Knight, Lindgard & Bartlett, 1992).

Education and schooling have been the subject of much research in this century,

particularly in those countries in which compulsory schooling became common practice. In Australia, the proliferation of universities and colleges of advanced education, since the Second World War, has also been a significant factor in the advancement of education research. Hamilton (1990, p. 6.) suggests that research in and about education has been concerned with four questions: "Who should be schooled?; What should be taught?; How should teaching be organised?; and, How should teaching be conducted?" The proposed project will examine some of these questions with a particular concern for one curriculum area, physical education, which exists as one of eight core areas in Queensland primary schools.

Physical Education: learning through physical activity

'Physical education' is a generic term which has been used as a label for a range of activities undertaken in schools and universities in which physical activity serves as the basis for organising and implementing learning experiences. Like 'education' and 'research', physical education is a socially constructed and contested concept (Goodson, 1990b; Kirk, 1992a).

In theory, at the primary and lower secondary school level, physical education contributes to the overall goal of education through the organisation of learning experiences in four main areas of content: motor skill development, health education, fitness activities, and recreation and sport. At the senior secondary school level, school programs frequently include theoretical and practical units in areas such as exercise physiology, biomechanics and the sociology of sport or exercise. It could be argued that the aim of most programs is to provide school students with the skills, knowledge and understandings necessary for them to successfully participate in the movement culture. In Queensland, the current label used for this curriculum area is 'Health and Physical Education'. The same label was employed by those working on the National Collaborative Curriculum project which was initiated by the Australian Education Council (Australian Education Council Curriculum Assessment Committee, 1992).

At the tertiary level, 'Human Movement Studies' (HMS) has increasingly been used in reference to a range of university subjects (or a Department) that are concerned with

physical activity. However, these subjects may not necessarily focus on the teaching of physical experiences in schools, but are equally concerned with the increasing number of other occupations and industries that are concerned with human movement. These include, the fitness industry, recreation and tourism, coaching, sports performance, and rehabilitation. Topics like exercise physiology, and biomechanics are usually included in HMS but the content extends well beyond the content of programs of the same name found in schools. HMS usually also includes subjects or units in Exercise Testing and Prescription, Nutrition, Sports Medicine, Sports Coaching and Pedagogy, Sociology of Sport, Sports Psychology, Sports Administration, Comparative Studies, Skill Acquisition and Research Methods. Many of these subjects or units can inform educational practices in physical education and specific curriculum and pedagogy subjects also exist. Several other labels have been used for Departments of HMS in universities, including, Kinesiology, Sport Science, Human Movement Science, and Movement Studies, which may reflect the changing orientation of such programs.

In this thesis, the focus will be on physical education pedagogy rather than human movement studies, though it could be argued that the former is influenced by the latter. Specifically, the proposed research is concerned with physical education in Queensland primary schools. This will be defined further in later discussions.

The previous discussion has identified three key reference points, which provide the initial boundaries of this research project. This discussion has also identified some of the links between the three reference points. The discussion now turns to the question of alternative research paradigms that have been used in education and physical education research and to further consider some of the issues that have been identified.

Alternative Research Paradigms

Texts about research in education typically suggest that there are three main research paradigms: the positivist research paradigm; the interpretive research paradigm; and the critical research paradigm (see for example, Cohen & Manion, 1989; Wiersma, 1986; Burrell & Morgan, 1979). It should be noted, however, that other labels are often used for each of these three paradigms in place of the terms indicated here. For example, the

positivist paradigm has also been referred to as the traditional, the scientific, the quantitative, the empirical, the hypothetico-deductive, and the empirical-analytic paradigm (Steinhardt, 1992). The terms selected for use in this thesis, are the labels most frequently used in the contemporary physical education research literature (see for example, Steinhardt, 1992; Sparkes, 1992; Bain, 198; 1990b; Kirk, 1988a). One feature of the on-going debates in scholarly and professional circles is the contestation of definitions of what constitutes empirical research. Within the physical education community the term empirical is used to cover a wide set of quantitative research approaches (Sparkes, 1992; Bain, 1989).

A number of authors, including Bain (1989) and Locke (1989), have referred to the interpretive and the critical paradigms as alternatives to the positivist paradigm and they have been collectively labelled as the 'alternative paradigms' or as postpositivist or anti-positivist or poststructuralist approaches. However, it will be argued here that all three paradigms represent alternative perspectives that are available to those contemplating research. Furthermore, it will be suggested, that these three alternative paradigms need not be mutually exclusive, but that they can complement each other if applied in a sophisticated or sympathetic manner .

Extending upon the work of Burrell and Morgan (1979), Guba and Lincoln (1989) have suggested that researchers are usually driven to a particular paradigm by their basic beliefs which reflect an individual's assumptions regarding questions of ontology, epistemology, and human nature. In this instance, ontology refers to an individual's conception of social reality and whether one is attracted to the argument that reality is external to the individual, or whether one accepts the alternative view, that it is a product of the individual. Ontology has evolved from what is known in philosophy as the nominalist-realist debate. The nominalist position is that objects of thought are merely words while the realist position is that objects have an independent existence and that they are not dependent for it on the knower (Cohen & Manion, 1989).

Epistemological assumptions relate to the methods by which individual's establish and

validate their understandings about the nature of knowledge, including, how it can be acquired, validated, and/or communicated; this has been referred to as the objectivist-subjectivist debate (Cohen & Manion, 1989). The former holds that knowledge is hard and tangible and, by implication, that it can be easily communicated and acquired. The latter contends that knowledge can only be obtained through experience and that knowledge is subject to an individual's interpretation. Objectivists are likely to embrace research methods that were initially developed by natural scientists who had focused on empirical observation and replication (positivistic). By contrast, the subjectivists seek a more informed view through direct participation and they challenge knowledge gained using natural science approaches (anti-positivistic).

The third assumption, that was referred to above as 'human nature', concerns an individual's beliefs regarding their relationships to their environment. At one extreme, human beings are seen as 'determined', as responding mechanically to stimuli from their environment. At the other extreme, human beings are seen as rational-purposive actors who create their environment. However, it should not be forgotten that these views represent extreme positions. In social settings individuals' actions, intentions and values can be interpreted and classified under a number of schemes or headings at the one time (scientific or interpretive) and some of these are, on face value, mutually exclusive. This contradiction does not invalidate those methodological standpoints but rather alerts us to the problem of collecting, interpreting and recording information about human action and intention.

For researchers operating in the deterministic model, it is both technically possible, politically appropriate, and methodologically valid to classify individuals as objects of research to be measured, manipulated and modified. Researchers operating in the opposite model (voluntaristic), would tend to view other individuals as co-participants, or as moral agents, who are treated as ends in themselves rather than as objects or means to an end. However, to have arrived at any of the above mentioned positions is to have accepted or applied particular ontological and epistemological assumptions. These, in turn, are possible indicators of the political and moral values of individuals engaged in those activities.

It has been suggested in the previous discussion (and by Sparkes, 1992; Cohen & Manion, 1989; Earls, 1986) that an individual's position on the three sets of assumptions that have been outlined above will not only determine a researcher's paradigm, and what type of research issues will be addressed, but that this position will also influence how researchers set about the task of gathering and analysing data (ie. their methodology). Popkewitz (1984) has also supported this view arguing that methods are not simply technical skills that have an independent existence, but rather, are techniques which emerge from theoretical positions that reflect certain values, beliefs and dispositions towards the social world. Thus, researchers who are drawn to the objectivist position or more likely to adopt a nomothetic (rule laden) or experimental approach, and subjectivists are more likely to utilise ideographic methods.

The previous discussion of an individual's basic beliefs which influence their selection of a research paradigm can be summarised as follows:

The subjectivist approach to research in education		The objectivist approach to research in education
Nominalism	< **ontology** >	Realism
	(the nature of being, reality etc.)	
Anti-positivism	< **epistemology** >	Positivism
	(the nature of knowing and what counts as knowledge)	
Voluntarism	< **human nature** >	Determinism
	(our ethical and political purposes for researching)	
Ideographic	< **methodology** >	Nomothetic
	(the methods used to research)	

(Burrell & Morgan, 1979)

At this point, it is necessary to indicate that this diagram represents a mutually exclusive description of the options or orientations to research. However, as suggested earlier, it does not need to be so. There remains a substantial overlap between many of these orientations, and separation is often the result of political rather than methodological

imperatives.

Before moving to the next discussion it is appropriate to briefly examine competing orientations or traditions which have been dominant influences in educational institutions. By the start of the twentieth century it was realised that government control over the socialisation and training of young people was an essential element in the production of a modern nation, both in the political and economic sense (Offe, Linderg, Alford & Crouch, 1975). Dewey's pioneering work into scientific approaches to instruction, learning and research provided the notion of schools and universities as centres for research and education as an object of research. Schools, with their focus upon the training and socialisation of the young, developed a public service culture which moderated the perennial shifts toward economic rationalism and political nationalism. At the lower levels, child-centred and libertarian philosophies competed with behaviourism and scientific methods of instruction (Wadsworth, 1971; Bloom, 1971; Cronbach, 1963). In the universities there was less resistance to the establishment of research facilities which were often seen as divorced from the everyday concerns of teachers and students in the schools.

Research activity in education and physical education often reflected the personal interests of individual staff and thus not all research fitted the scientific model. During the same period (the twentieth century) the established disciplines, such as science, psychology and sociology, have been significant influences in determining what counts as valid research. More recently, the notion of 'teachers-as-researchers' has been promoted (for example, by Kirk, 1986b; Carr & Kemmis 1986; Skilbeck, 1984). This has both methodological and political implications for the approaches used by researchers in education and physical education pedagogy. Critics of positivistic science-based approaches to educational research have claimed the methodological and moral high ground and have consistently championed the validity of participatory and emancipatory research activities within social institutions. However, the continued use of empirical approaches of one kind or another suggests that either the arguments put forward by the `critical' researchers have not been effective or that the former belong to a separate discourse community. If both groups are working from different

assumptions then there is little likelihood of any resolution of that competition. That then restricts the competition to the political realm and the possibility that a Kuhnian style paradigm shift may eventually determine what counts as 'valid' research (Kuhn, 1970).

This discussion now turns to providing a brief analysis of the three alternative paradigms with reference to their position on the four continuums identified above (ie. what it means to be valid or 'objective').

The Empirical Paradigm

The alternative labels (traditional, scientific, quantitative, positivist, hypothetico-deductive, and empirical-analytic) that have been suggested for the 'empirical paradigm' provide good descriptors of this paradigm's characteristics. The empirical paradigm has its origins in 'scientific' research and it is arguably the most dominant of the western research traditions ('traditional'). Typically, hypotheses are tested and theories generated (hypothetico-deductive) through the analysis of data obtained using'quantitative' methods with an emphasis on'empiricism'. The empirical paradigm is firmly orientated to a nominalist ontology, a subjectivist epistemology, a deterministic view of human nature, and nomothetic methodology.

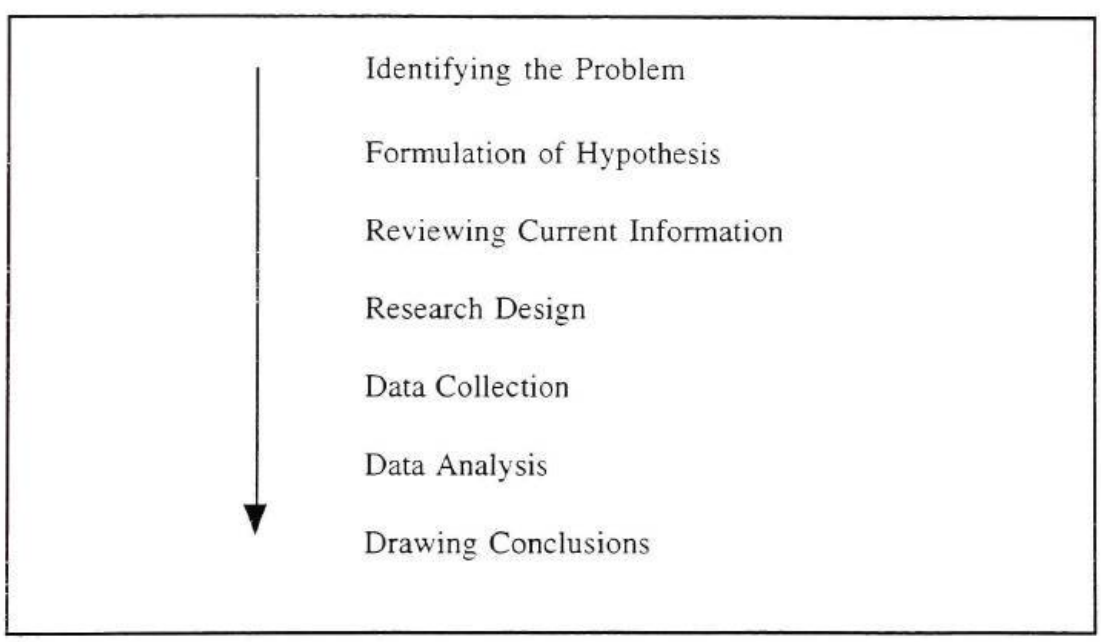
Validity in empirical research is dependent on the researcher demonstrating that they have followed the accepted scientific rules of engagement. Validity is concerned with the degree to which a test measures accurately what it is purporting to measure and, typically, new theories are validated against established criteria , ie. compared to a known and accepted measure. Reliability and objectivity are prerequisites for validity. Reliability, in positivistic research, is dependent on similar results being obtained following a retest of the same subjects where objectivity requires the replication of outcomes within narrowly defined criteria by different researchers.

Wiersma (1986) has suggested that empirical researchers are characterised by their adoption of the linear model depicted in Fig 2.1. In this model, quantifiable data can be obtained through either direct observation or through indirect means such as the use of

a questionnaire. Data is then reduced to numerical values or coded in order to facilitate further quantitative analysis. Conclusions and recommendations are made on the basis of the statistical findings.

According to Hamilton (1990) the empirical paradigm has dominated research in education and this has been attributed to the influence of educational psychology, particularly in the middle of this century, in generating learning and teaching theories (Carr & Kemmis, 1986). Education has been approached by those researchers as a phenomenon which could be empirically tested in order to produce theories which could be scientifically verified.

Fig 2.1: Linear model typically utilised by empirical researchers.



Physical education achieved university status in Australia at a time when educational psychology was at its most influential in shaping pedagogy and the positivistic research paradigm at its most dominant in research in education. A review of the physical education research literature suggests that while an increasing number of studies have used either the interpretive or critical paradigms, research conducted within the positivistic paradigm continues to be dominant, at least numerically. It has been argued that this may be due to physical education's strong links to the biological sciences which have been reinforced by the nature and composition of professional programs

completed by physical educators (Sparkes, 1992; Kirk, 1990a).

Empirical approaches have been use to evaluate and report on a wide range of variables relating to physical education pedagogy, including, teachers' and childrens' views of physical education, student participant levels in physical education classes, teachers' time on task studies, and the evaluation of students' fitness and motor skills. Many physical education texts which were in currency in the nineteen seventies and eighties suggest teaching strategies based on teaching theories generated and tested within this paradigm.

A summary of the empirical paradigm follows :

The Empirical Research Paradigm

Alternative labels or subsets:	traditional, scientific, quantitative, positivist, hypothetico-deductive, empirical-analytic
Philosophical bases:	realism, determinism
Sociological perspective:	ordered society governed by a uniform set of values
Epistemology:	scientific and technological
Role of Researcher:	scientific, detached, objective observer/tester, technicist
Research agenda:	empirical testing and verification, measuring, manipulative, technical
Purpose of Research in Physical Education:	measure outcomes, test learning theories, strategic thinking, physiological assessments, Heuristics

The Interpretive Paradigm

The interpretive paradigm is a collection of research approaches which appear under various labels, including case study, phenomenology, ethnomethodology, symbolic interactionism, ethnography, hermeneutics, naturalism, constructivism, participatory research, and qualitative research. The common feature of these approaches is that they challenge positivistic assumptions regarding the existence and nature of the physical and social world: they are anti-positivistic.

While this paradigm is relatively new to research in physical education, its origins in education research date back to at least the nineteenth century (Locke, 1989). Anti-positivists have persistently argued that the natural science approach was inappropriate for studying education and, in response to this, they have suggested alternative perspectives. Researchers working within the anti-positivistic paradigm are more likely to be concerned with questions of human agency, ethics, morals and politics and less concerned with quantifiable outcomes.

Interpretive researchers adopt a nominalist ontology, a subjectivist epistemology, and consider humans as being in control of their destiny. That is, they place greatest importance upon human beings as active participants in, and constructors of, their social and political world. Interpretive researchers seek an understanding of the phenomena being investigated through the development of an intimate relationship with the subjects, or subject matter, which is the focus of the research. This cannot be achieved through a detached or minimal contact between the researcher and the participants. The intimacy of the relationship between the researcher and the researched has implications with regard to issues of validity, reliability and objectivity.

In the empirical paradigm, validity was claimed on the basis of Aristotelian logic and reliability was demonstrated through repeated testing and retesting. The researcher's objectivity, in positivistic research, is a requirement for both validity and reliability. However, in the interpretive paradigm validity and objectivity are not given the same priority because they are more concerned with understanding the phenomena being investigated than with the discovery of universal laws. There is also not the same

interest amongst interpretive researchers in the ability to generalise their findings.

In the interpretive paradigm the researcher takes a participatory role and makes no attempt to manipulate or control the data. Data is assessed according to the level of agreement between the participants and this forms the political basis for claiming validity and reliability.'For interpretive inquiry, the basis of truth or trustworthiness is social agreement; what is judged true or trustworthiness is what we can agree, conditioned by time and place, is true or trustworthy'(Smith, 1984, p. 14). From this social agreement the researcher distils intersubjective meanings (Popkewitz, 1984). While interpretive research may be criticised by positivistic researchers on the basis of it being too subjective, and that different researchers will often have have different interpretations, interpretive researchers argue that this reflects their view that there are 'multiple realities' and multiple truths'. That is, that there is not necessarily one right answer. Typically, differences in researchers' views are due to variations in emphasis or orientations and as Harris (1983) suggests, 'two or more (different) interpretations often lend a richer or broader view of culture than any (single) interpretation alone could provide' (p. 92).

There are many forms of interpretive research (for example, case study, hermeneutics, ethnography, phenomenology) but researchers operating in this paradigm usually collect and analyse information in a form that is typical of sociologists and anthropologists. Interpretive researchers adopt an observational rather than experimental perspective and the research is conducted in the natural setting with the researcher's skills employed as the key research tool. Multiple methods for data collection, including, interviews, questionnaires, naturalistic observation and document analysis, are often employed, involving multiple sources, in order to develop a thick description. In the analysis of data the interpretive researchers' emphasis is on developing an understanding of the process rather than on simply recording outcomes or products (Bogdan & Bilken, 1992).

Interpretive researchers have been involved in a wide range of inquiries relating to physical education pedagogy including, teachers' and childrens' views of physical

education, student participation levels in physical education classes, teachers' time on task, and students' fitness and motor skills. Unlike those researchers operating in the empirical paradigm, interpretive researchers do not start with a hypothesis and the interpretivist's approach to information gathering would take them beyond the generation of quantifiable data that has been described as a characteristic of empirical approaches. While the interpretivist's may be concerned, initially, with describing the phenomena being studied, of more significance to them is understanding how it came to be. A summary of the interpretive paradigm follows :

The Interpretive Research Paradigm

Alternative labels or subsets:	case study, phenomenology, constructivist, ethnomethodology, symbolic interactionism, ethnography, hermeneutics, naturalism, participatory research, and qualitative research
Philosophical bases:	idealism, voluntarism, relativism, moral
Sociological perspective:	socially constructed, conflicts over power and knowledge, multiple realities
Epistemology:	subjectivist, relativist
Research agenda:	understanding, clarification and interpretation, multiple realities, deconstruction
Purpose of Research in Physical Education:	understanding, interpreting, constructing
Role of Researcher:	direct involvement, recorder and interpreter, participative, facilitative, seeks inter-subjective meanings

The Critical Paradigm

The third alternative approach has been identified as the critical research paradigm and researchers who choose to operate in this paradigm also have a particular view on questions of ontology, epistemology and human nature. The critical paradigm can be linked to "critical theory" which emerged in the mid nineteen twenties from the writings of a group of philosophers and social scientists who were, at that time, based in Frankfurt, Germany. These scholars were attracted to the social and political arguments that had been developed earlier by Marx and Hegel and this work is exemplified in the writings of Marcuse, Horkheimer, and Adorno. These early critical theorists, like the interpretive researchers, rejected scientism and positivism. More recently, this perspective has been extended by Habermas (1970 and 1972) and Foucault (1972).

Researchers operating in the critical paradigm share some of the assumptions of the interpretive researchers, for example, that reality is socially constructed, but typically their research has a political focus, and the common element of the critical research paradigm is emancipation (Anderson, 1989). Like the interpretivists, critical researchers adopt a nominalist ontology and a subjectivist epistemology but attempt to expose the contextual constraints on human behaviour which enable some individuals to gain knowledge and power at the expense of others. Thus, critical research attempts to empower those being researched. That is, critical researchers follow the interpretivist research model, with regard to developing an understanding of the social and historical circumstances which have produced the phenomenon, or subject under investigation, but critical researchers differ from others in that they have an "emancipatory" agenda of orchestrating transformation and change (Bain, 1990a).

According to Carr and Kemmis (1986), for any type of research to be considered 'critical' it must meet the following requirements: 1) it must reject positivistic assumptions of rationality, objectivity and truth and perceive educational research as a political or an ethical issue and not a technical problem; 2) it must be aware of the interpretations of educational practices held by those who perform educational acts; 3) it must distinguish between ideologically distorted interpretations and those which transcend ideological distortions; 4) it must reveal those aspects of the dominant social

order which block our attempts to purse rational goals; and, 5) it must be guided by an understanding of how it is related to practice.

In education, critical research attempts to understand how schooling reinforces and reproduces a range of social structures and relationships which privilege dominant groups and marginalise others. While these structures are often taken as normal and unchangeable, and even desirable, critical theorists attempt to expose them as socially constructed and therefore changeable. The underlying agenda for critical researchers is the emancipation of the researched from "all forms of domination and exploitation, and the creation of alternative practices that promise to increase social justice" (Choi, 1992, p. 58).

The methods selected by critical researchers mirror those used by interpretivist researchers but their analysis and discussion extends beyond description and interpretation in order to pursue their emancipative concerns. Kincheloe (1991) describes critical researchers as "more than voyeurs - they are agents..." (p. 180). Critical researchers often use an ethnographic framework (critical ethnography) and multiple methods of data collection, including, interviews, questionnaires, and document analysis. Like interpretivist researchers, critical researchers seek information from multiple sources through direct participation based on democratic principles. Kincheloe (1991) has suggested that the critical researchers approach might be described as methodological humility;

> Humility in this context is not self-depreciating nor does it involve the silencing of one's voice; humility implies a sense of the unpredictability of the education microcosm and the capriciousness of the consequences of one's inquiry (p. 58).

Hellison (1988) and Kirk (1992b) have both provided an overview of socially critical literature in physical education. For Kirk, the two essential ingredients for socially critical work are that it must question the underlying premises and conventions of physical education and it must locate concerns about physical education within their social, historical and cultural contexts. Kirk provides evidence supporting his claim that critical research has made substantial gains over the last two decades but argues that

further studies within this paradigm are necessary if critical researchers are to be successful in making an impact on school practices and policy development.

A summary of the critical paradigm follows :

The Critical Research Paradigm

Alternative labels or subsets:	critical-interpretive, neo-marxist, feminism, action research, critical ethnography, reconceptualist, emancipatory, critical hermeneutic, socially critical
Philosophical bases:	idealism, voluntarism, realism, political, ethical
Sociological perspective:	socially constructed, conflicts over power and knowledge, multiple realities, materialist
Epistemology:	subjectivist, social realist
Research agenda:	understanding, interpretation, emancipation, meaning-production, social problem solving,
Purpose of Research in Physical Education:	understanding, empowering, reconstruction
Role of Researcher:	direct involvement, participative, empowerment, transformative, reconstructive

Summary of the Alternative Research Paradigms

The previous discussion has provided an initial analysis of the three main research paradigms: the empirical research paradigm; the interpretive research paradigm; and the critical research paradigm. It has also indicated a range of tensions between and within these paradigms and their relationship to pedagogical practices.

A review of the physical education pedagogy research literature supports the claim that numerically the empirical paradigm has been the most dominant paradigm in physical education pedagogy research (see for example, Steinhardt, 1992 or Bain, 1990b). However, there has been increasing support for research to be initiated of an interpretive or critical nature (for example, Kirk, 1994; 1992b; 1988; 1986a; 1986b; Sparkes, 1992; Steinhardt, 1992; Bain, 1989; 1990; Kirk & Tinning, 1990; Locke, 1989; Hellison, 1988; Schempp, 1987 ; Harris, 1983).

Others, for example, Choi (1992) have suggested a multi-paradigmatic approach in which the three paradigms are seen as complementary rather than alternative. This discussion now turns to a consideration of a multiparadigmatic perspective.

A Multiparadigmatic Approach

The previous discussion provided an analysis of the three main research paradigms: the empirical research paradigm; the interpretive research paradigm; and the critical research paradigm. An additional multiparadigmatic approach was also foreshadowed as a fourth alternative. This discussion focuses on multiparadigmatic approaches.

The discussion of the alternative paradigms may have suggested, inadvertently, that the three research paradigms that have been identified in the earlier discussion were theorised separately and that they evolved in the order presented (ie. the empirical paradigm, followed by the interpretive, followed by the critical). However, this was not necessarily so. It could be argued that all three paradigms have their origins in the ideas and concepts which have been attributed to the Classical Greek scholars (Grundy, 1987).

The separation of educational research activity into three forms is in fact a relatively recent phenomena. In the mid nineteen seventies educational research was generally regarded as either quantitative or qualitative; quantitative research was based on the approaches used in the natural sciences and qualitative an emerging perspective developed by those with concern about the validity of the empirical-analytic approach in the social sciences and humanities. As Candy (1989) has noted, this formulation was

disturbed by the fracturing of the interpretive paradigm and the reemergence of critical theory and the development of a critical research paradigm.

However, the three paradigms should not be thought of as totally different or as totally rejecting the views of the other two paradigms and the summaries of the three main paradigms, which were included in the previous discussion, provide evidence of their overlapping nature. It could be argued therefore, that, while the paradigms have their differences, they have many similarities and, to some extent they may be compatible. Such a concept was suggested by Kuhn (1970) who argued for research which was 'paradigm transcending'. 'Grounded theory', which was developed by Glaser and Strauss (1967), is one example of an approach to research which transcends research paradigms. Grounded theory accepts the use of quantitative techniques for obtaining data but researchers using this framework use that data for theory generation rather than scientific verification.

Choi (1992) has also promoted a multiparadigmatic approach to research and he has considered its application to research concerned with sport and physical education pedagogy. Choi's argument for a multiparadigmatic approach is based on his understanding and interpretation of Habermas' theory of 'knowledge-constitutive interests' in which Habermas has identified three fundamentally different human cognitive interests: a technical interest, an interest in controlling and manipulating the environment; a practical interest, an interest in communicative understanding; and, an emancipatory interest, an interest in critically empowering through self reflection.

According to Habermas (1972), this gives rise to three approaches to inquiry or research which have varying epistemologies:

1. the empirical-analytic;
2. the historical-hermeneutic; and
3. the emancipatory.

These three approaches to research can be seen to equate with the three main paradigms that were discussed in the previous section. This can be summarised as follows:

Approaches to inquiry suggested by Habermas:	The three main research paradigms discussed earlier:
1. the empirical-analytic	1. the empirical paradigm
2. the historical-hermeneutic	2. the interpretive paradigm
3. the emancipatory.	3. the critical paradigm

In addition to their different epistemologies and varying conceptions of knowledge, Habermas argues that these three approaches can also be differentiated on the basis of the researcher's intent or interests:

Approaches to inquiry suggested by Habermas:	The three main research paradigms:	Researcher's interests:
empirical-analytic	empirical paradigm	technical control of the environment
historical-hermeneutic	interpretive paradigm	practical understanding
emancipatory	critical paradigm	empowerment and reconstruction

Choi (1992) has examined the adoption of these approaches to research (or paradigms) in some detail, including, an assessment of their relative strengths and weaknesses for physical education pedagogy research. Choi concludes that "since each paradigm provides a different reading of the phenomena under investigation ... it is desirable to bring the alternative readings together" (p. 72).

This argument has also been supported by a number of contemporary writers, including, Greene (1987), Shulman (1986) and Soltis (1984), and in physical education research by Sparkes (1991). Each of these writers has endorsed the concept of a grand research strategy in which there is a triangulation of empirical-analytic, interpretive and critical research findings. In this strategy, research conducted from any one paradigm is supported, complemented, questioned or rejected by research completed from the perspective of the other two.

For a researcher to accept that there is a range of valid alternative approaches to inquiry, and that they may be used in a sympathetic or complimentary manner, has implications for the questions of ontology, epistemology and human nature which were discussed in the previous section. Choi (1992), and others, who endorse a multiparadigmatic approach have adopted a nominalist ontology, a relativist epistemology and voluntaristic view of human nature.

A summary of the multiparadigmatic approach follows :

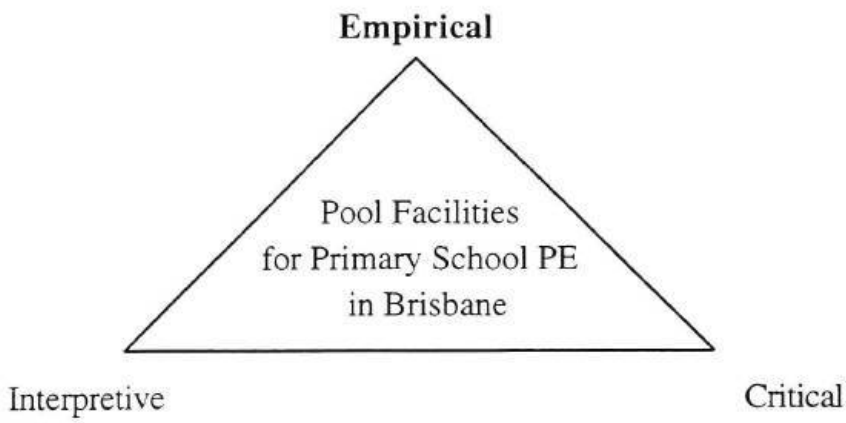
The Multiparadigmatic Research Approach

Philosophical bases:	idealism, voluntarism, realism, political, ethical
Sociological perspective:	socially constructed, interest in power and knowledge, multiple realities, materialist
Epistemology:	relativist,
Research agenda:	recording, understanding, interpretation, emancipation, meaning-production, social problem solving,
Purpose of Research in Physical Education:	understanding, surveying, empowering, reconstruction
Role of Researcher:	multiple modes of inquiry, quantitative, qualitative, participative, transformative, reconstructive, triangulation

An understanding of a multiparadigmatic approach (there are numerous permutations) can be gained from the following example: A newly appointed specialist physical education teacher attached to a large primary school in suburban Brisbane is frustrated in her efforts to implement a quality physical education program due to inadequate facilities. This frustration turns to anger when during an inservice program this teacher

is informed that schools in other parts of Brisbane have access to much better facilities. In order to prepare a submission for funding for the construction of a pool the teacher decides to investigate this using a multiparadigmatic approach and the teacher elects to focus on access to swimming pools.

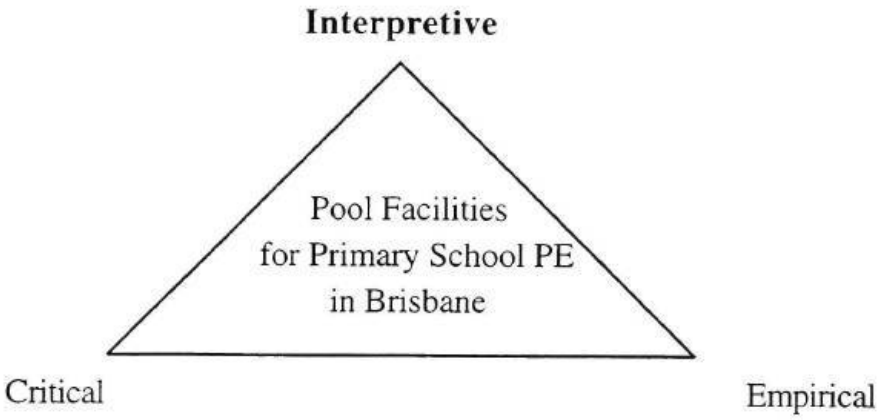
The investigation begins (in this example) using a empirical approach. This is important in that it will provide 'hard data' which is readily accepted by engineers in public works and economists in the Treasury. The teacher/investigator surveys all primary schools in the City of Brisbane through a questionnaire. The purpose of the questionnaire is to obtain data about a range of variables including, school enrolment numbers and demographics, staff numbers, pool facilities, pool access, funding considerations, parent profile, details of local council members and parliamentary representatives, views of teachers and principals towards physical education and aquatics, etc. A statistical analysis of the responses is conducted to identify consistencies and inconsistencies. This part of the inquiry can be represented as follows:



It can be seen that the 'empirical' perspective is at the model's apex and this indicates that this paradigm is driving this stage of the investigation.

The teacher/investigator now moves to an interpretive perspective to develop an understanding of the results gained through the questionnaire data and its analysis. Specifically, the teacher seeks an understanding of the social and historical circumstances which have produced the situation described by the quantitative work. This information will be of greater significance to the educators and parents. A case

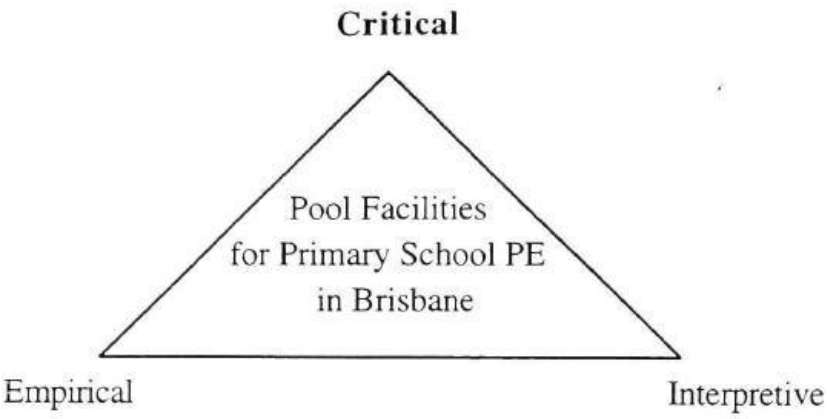
study is implemented which focuses on three schools, from those surveyed, which have been identified as representative of schools that 1) have their own pool, 2) have good access to a pool , and, 3) have no access to a pool. During an initial visit to these three schools unstructured interviews and small group discussions are conducted which address the aims of this part of the investigation. During subsequent visits and discussions, these views and interim conclusions are revisited and their meanings checked. This part of the inquiry can be represented as follows:



It can be seen that the triangle representing the multiparadigmatic approach has been rotated clockwise so that the 'interpretive' paradigm lies at the apex, which indicates the current perspective.

During the examination of the information that was gained through the case study, the teacher/investigator is led to the interim conclusion that their base school has been overlooked due to political considerations. This possibility is further investigated from a critical perspective with a view to gaining both public and political support for the construction of a new community pool located at the teacher/investigators school. This information is of greater importance to the local government and political players who may eventually decide whether the pool funding is to be committed. The interview and small group discussion process which was initiated in the interpretive stage continues but the participant group is broadened to include Department of Education policy staff, parents and citizens group representatives, politicians, etc.

The multiparadigmatic model can now be represented as follows :



It can be seen in the third perspective that the critical perspective lies at the model's apex.

Whether or not a multiparadigmatic approach represents a fourth alternative research paradigm can be questioned on the basis that the critical paradigm existed as the over-arching perspective and that the teacher/researcher had intentionally promoted the use of multiple methods to achieve her overall emancipatory goals. That is, the example described the use of multiple methods rather than multiple paradigms. Furthermore, in the example provided, the data and understandings that were obtained through the empirical and interpretive cycles contributed to the critical interests of the researcher. However, this view of the relationship between paradigms was supported by Habermas (1972) who had argued that the empirical-analytic and historical-hermeneutic approaches should be subsumed, rather than replaced, by the emancipatory. In defending multiparadigmatic approaches in physical education research, Choi (1992) has reported that;

> Although Habermas identifies deficiencies of the empirical-analytic and the historical-hermeneutical sciences (interpretivist) in some respects, he acknowledges their complementary interrelation to the critically orientated sciences (see Habermas, 1972, pp. 315-317). Habermas does not reject the first two types of knowledge. What he rejects is the"ideological claim that (either one) is the only type of legitimate knowledge, or standard by which all knowledge is to be measured" (Bernstein, 1976, p. 194) (p. 51).

Sparkes (1991) has suggested that while a simplistic application of discrete research methods may render the paradigms as incompatable it is evident that elements of them can be mobilised in a multi-discursive and supplementary manner. That is, where

appropriate, the understandings gained from a multiparadigmatic research can be synthesised in a complementary manner. In this construction, multiple stages of the research can be regarded as a series of case studies which are not incompatible, thus allowing the data and evidence from across the epistemological spectrum to be dealt with in a sympathetic and methodologically correct series of steps.

Conclusion

This chapter has provided an overview of approaches to contemporary research in physical education and this has included a description and a critique of the three main research paradigms that have typically been utilised. It has been reported that the empirical paradigm has been the most dominant in physical education research but that, more recently, there has been an increasing interest in utilising interpretivist and critical approaches, particularly, in physical education research concerned with curriculum and pedagogy.

This chapter has also examined the adoption of a multiparadigmatic perspective which provides an alternative view of the three main research paradigms. In this view, the empirical-analytic, interpretive, and critical research paradigms are regarded as complementary, rather than as competing or alternative, and research conducted from any one paradigm is supported, complemented, questioned or rejected by research completed from the other perspectives.

In the previous chapter it was indicated that this project is concerned with the development of curriculum policies for health and physical education in Queensland primary schools from 1970 to 1993. While this may suggest that the project is largely historical, it was reported that the intent was to examine our past (and present) in an attempt to determine appropriate directions and strategies for the future, which might successfully overcome the reported crisis in this curriculum area. A multiparadigmatic approach has been adopted for this project and the issues identified in the previous chapter were investigated from three perspectives; empirical, interpretivist, and critical. This gave rise to three sets of findings which were seen to inform each other and which were synthesised in Chapter 8. This synthesis provided the basis for a discussion of

the implications of these findings provided in the final chapter (Chapter 9).

The specific application of a multiparadigmatic approach and the methodology adopted for each of the three perspectives will be reported in greater depth in Chapter 4. However, before consideration of this, it is appropriate that we examine the literature relating to education, physical education, policy and curriculum in the following (Chapter 3). This will locate this project, and the issues it seeks to address, socially, culturally and historically.

Chapter 3

Education, Policy, Curriculum and Physical Education: Themes in the Literature

Introduction

As indicated earlier, this thesis is concerned with the development and the implementation of policies for physical education curriculum in Queensland primary schools. It could be argued that this issue is a sub-set of the wider question of 'what should schools teach?' While this discussion focuses on the physical education curriculum area, the nature and the organisation of schooling and teaching practice in general will also be addressed. In other words, the discussion of the theory-practice relationships in physical education will also attempt to inform readers of issues pertaining to the overall organisation of schooling and the various political, technical and pedagogic influences which come to bear on policy and practice. These are the meta-substantive bases of the issues raised.

This can be achieved by responding to what Kemmis (1986) has called the 'double problem' of curriculum theorising; that is, "the relationship between theory and practice, on one hand, and of the relationship between education and society, on the other" (Kemmis, 1986, p.22). It will also be necessary to begin to identify the underlying assumptions upon which an analysis of physical education curriculum practices and social structures can be undertaken, because "curriculum cannot be understood without reference to a metatheory" (Kemmis, 1986, p.34). This meta-theoretical discussion will illuminate the wider social contexts in which curriculum is transacted which in turn will "entail ideas about social change and, in particular, about the role of education in the reproduction and transformation of society" (Kemmis, 1986, p.35).

Answers to questions regarding the purpose of a subject, and the way it should be implemented in schools, have traditionally been responded to in Australia at the state level and this has been achieved by the formulation and distribution of curriculum policies for each 'approved' subject in each state. Indeed, this has been one of the chief

mechanisms by which State Governments in Australia have attempted to control what is taught in schools. Typically, Departmental policy pertaining to a particular curriculum area is prescribed through a syllabus and teachers are expected to develop and implement programs on the basis of these documents. In this context, the syllabus has managerial in addition to pedagogic functions.

The technical approach to education in the twentieth century in Queensland and in most western societies has been best expressed in the demise of analytical philosophical investigations and the rise to prominence of neo-scientific approaches based on the disciplines of educational sociology and psychology. As Grundy (1987, p. 12) has indicated, the technical interest is "a fundamental interest in controlling the environment through rule-following action based upon empirically grounded laws". The application of Habermas' (1972) theory of 'knowledge-constitutive interests' (previously discussed in Chapter 2) to those physical educators whose practice is dominated by a fundamentally technical interest in education, they would not always apprehend or value political or emancipatory interests. In the literature and discussion papers this perspective of education is often expressed as 'Teachers-as-technicians'.

In Queensland, according to the Department's *Handbook of Information and Administrative Procedures* (Department of Education, Queensland, 1974), primary school teachers were expected to develop and implement curriculum programs as described in the Department of Education's policy documents. These were first established for primary schools in Queensland in the late sixties and early seventies in response to the demands of the government at that time to establish a syllabus in each of the seven designated curriculum areas. The purpose of these documents was to gain greater control of schooling by prescribing the content, the organisation, the implementation strategies, and the evaluation of curricula in schools. This occurred at both primary and secondary school levels and was not confined solely to Health and Physical Education.

Political interest into the nature and the content of Queensland schooling has been a consistent feature since the Select Committee (Queensland Legislative Assembly, 1979,

referred to as the 'Ahern Report') was established to respond to the Social Education Materials Project (SEMP) and Man: A Course of Study (MACOS) controversies (Smith & Knight, 1981). This process has been documented by several writers (Knight, Smith, & Sachs, 1990; Lingard, 1983) including Fitzgerald (1985), who stated in reference to this period in Queensland, that this "was the time when cabinet started making 'political' decisions independently of 'educational' advice provided by the acknowledged experts" (p.603). Teachers were seen as technicians who were required to implement a program of learning that had been determined by committees established at the state level under ministerial direction (Fitzgerald, 1985).

The Social, Cultural, and Historical Context of Schooling.

Lundgren (1991) has indicated that contemporary education programs have at least two functions; firstly, to develop the skills and the knowledge of individuals within our society, so that they can contribute to the provision of amenities and services, and the national economy (production), and secondly, to provide the means by which social control is effected and cultural norms maintained (reproduction). However, because different groups within our society will have a different view as to which cultural norms should be maintained, and because different groups will have differing opinions as to how maximum production should be achieved and its benefits shared, education continues to be a site of contestation (Offe, 1984).

From Hamilton's (1990) account, it is evident that curriculum contestation is not a recent phenomena but that for as long as there has been institutionalised schooling there has been conflict and controversy regarding the design and implementation of curricula and the values and structures which inform this process. This contestation has largely been created by differing responses to four fundamental questions (Hamilton, p. 6. with my additional notes in brackets); "Who should be schooled? (a political and ethical issue); What should be taught? (political/epistemological/technical); How should teaching be organised? (technical/pedagogic); and, How should teaching be conducted?" (pedagogic/ethical). However, as Hamilton has pointed out, the contestation has been productive in that "debate brings about fresh expositions and new interpretations" (1990, p.15) and eventually new practices. Hamilton has also indicated

that "in the beginning schooling had existed to extend the reach of the human species" and this definition is arguably as appropriate today as it was then. However as the human species has evolved socially over the centuries, and as new goals for societies were set and new political agendas created, education, schooling and specific subject areas can be said to have been socially constructed and reconstructed in the hope of achieving society's new goals (Goodson, 1994; or for an account of the social construction of physical education in the United Kingdom see Kirk, 1992a).

As indicated in Chapter 2, educational practice in Australia has been subjected to continuous modification (reconstruction) and we have seen tensions created by the move to school based curricula (Skilbeck, 1984) on one hand and a more recent re-centralisation with an orientation to managerialist structures at both state and federal levels on the other. These more recent initiatives have their culmination in the re-organisation of schooling in Australia and the attempted development of a national curriculum structure. The point of this discussion here is to highlight the interconnectedness of school curricula to economic and political factors at work in the wider society as this is central to the development of a more critical understanding of the physical education policy document. In particular, to understand a) the political agenda, b) what the policy might mean in different contexts, and c) how they might be viewed by teachers and the general community.

The physical education curriculum document that was current in 1993 has been identified (Chapter 1) as a 1972 publication. Thus, it was a product of the late 1960s and early 1970s and it was developed under different socio-economic conditions and expectations than currently exist. For example, the term 'curriculum guide' suggests that the authors, were influenced by the move to school-based decision making that was current at that time. However, despite this concession, the guide represents a technocratic and centralised approach to curriculum development and organisation. It was written by 'experts' located 'centrally' and it specifies the physical education syllabus for all schools in Queensland. The fact that it has remained unchanged into the nineteen nineties is an intriguing phenomenon and one that warrants further investigation.

The Concept of Curriculum

As Lundgren (1991) has reported, "the concept 'curriculum' has different definitions and there is little agreement about its specific meaning" (p. 36.). Some suggest it is everything the school does both formal and informal, hidden and public, (see for example, Kemmis & Stake, 1988; Skilbeck, 1984) or it is more narrowly defined as a syllabus; a course of study. In Queensland the term is widely used in reference to documents produced by the Department of Education that specify the areas of content to be taught in a particular subject and the conditions under which this should be done. In this context curriculum is synonymous with syllabus and the two are used interchangeably.

The physical education curriculum document that is the focus of this research is an example of an attempt to centrally prescribe the content and the implementation of curriculum across the state. While the developers may have been familiar with the needs of the metropolitan Brisbane community they appear to have had less understanding of the needs of schools elsewhere, for example, in provincial and isolated rural locations. This has the hallmarks of interventionist policy development and implementation (Offe, Linberg, Alford & Crouch, 1975), which combines elements of substantive and symbolic (the mythology surrounding an expert in primary schools) representation (Prunty, 1985). In both these analyses, issues of legitimacy, and the negotiation of values, are central issues for policy developers as these ultimately determine who has the power to control policy and school practices. It is for this reason that Offe et al (1975) consider policy formulation and implementation to be the central problem in a post-capitalist society. Offe's remark illuminates the problem faced by policy makers in addressing the juxtaposition of political, pedagogic and technical influences which contextualise and form the relationship of schools to society.

The view that the main function of schools is to provide the means for production and reproduction was reported earlier but there are times where these dual roles compete. Hamilton (1990) and Lundgren (1983) have both documented the use of schools, and schooling, as part of the process by which society organises and controls the individuals within it. Kemmis's (1986) proposition that curriculum theories are social

theories, succinctly identifies the link between theory and practices undertaken in the social context of schooling and the preparation of life in a modern industrial society. Thus, social theory is socially constructed. Giroux (1990) has also contributed to this discussion and he argues that in modern societies, education and schooling have become a tool of industry and business, rather than serving more basic humanistic and normative functions (Giroux, 1990; Bernstein, 1976). This in part explains the recent interest of the Federal Government in education. At a meta-substantive level this questions whether the concept of curriculum changes as a result of politics or pedagogies or both.

The Concept of Policy

Thus far, 'policy' has been used to refer to those documents that have been produced by the Queensland Department of Education which provide directions to teachers and others concerning 'what schools should teach'. This discussion may have implied that there is an accepted agreement between teachers, administrators and policy developers about what a 'policy' is and what function it might serve. However, it is doubtful that any such an agreement exists. Consequently it not clear what status the physical education policy documents have had in Queensland schools and this identifies a further meta-substantive issue that will require investigation as part of this research.

An initial review of the curriculum literature suggests that the concept of policy has at best multiple meanings and at worst is ambiguous. As a result policy, and its manifestation in practice, is defined and described in a wide variety of ways. A similar pattern is evident in this discussion where 'policy', 'curriculum' and 'syllabus' have been used interchangeably. However, this may be inappropriate. Curriculum appears to be used more specifically to indicate what the Department requires of teachers and of schools, though whether this is achieved in practice is doubtful. 'Policy' on the other hand emerges out of and is used in a variety of contexts: a political context (for example, the Senate inquiry, and Parliamentary select committee), the pedagogical context (products of the physical education specialists) and the wider social context (media and other institutions which see schools as sites for the production of national sporting teams). In addition, policy documents can be seen, depending upon the

standpoint of the observer, to occupy different levels on a hierarchical scale. Some policies have the explicit imprimatur of the parliament, others emanate from within the bureaucracy as 'official Department policy', whilst others appear as position papers or ambit claims on behalf of a particular faction either within the bureaucracy or within the profession.

In order to record and report on the process of curriculum development in a consistent way, the concept of policy will need to be contextualised (as political, pedagogic, or social) and elaborated. This will provide a basis for reporting and explaining the actions and intentions of particular individuals in the development of the 1972 physical education document and of those involved in any subsequent attempts at its redevelopment.

Curriculum and Change

Since the 1960s 'curriculum' has been identified as a significant area of study within educational research and a number of sub-disciplines, including 'curriculum theory', 'curriculum history', and 'curriculum development', have emerged. In addition, a social constructionist perspective, which straddles curriculum theory and curriculum history, has been promoted by Goodson (1988) and Kirk (1992a). Through the investigation of a subject's life history, Goodson (1990a; 1994) has identified how subjects are created and then subject to change over time by a myriad of social and political forces. However, the purpose of Goodson's (and Kirk's, 1992a) research was not simply to develop a historical account but to understand how subjects change over time and what influences these changes so that we might understand how subjects may be deconstructed and reconstructed.

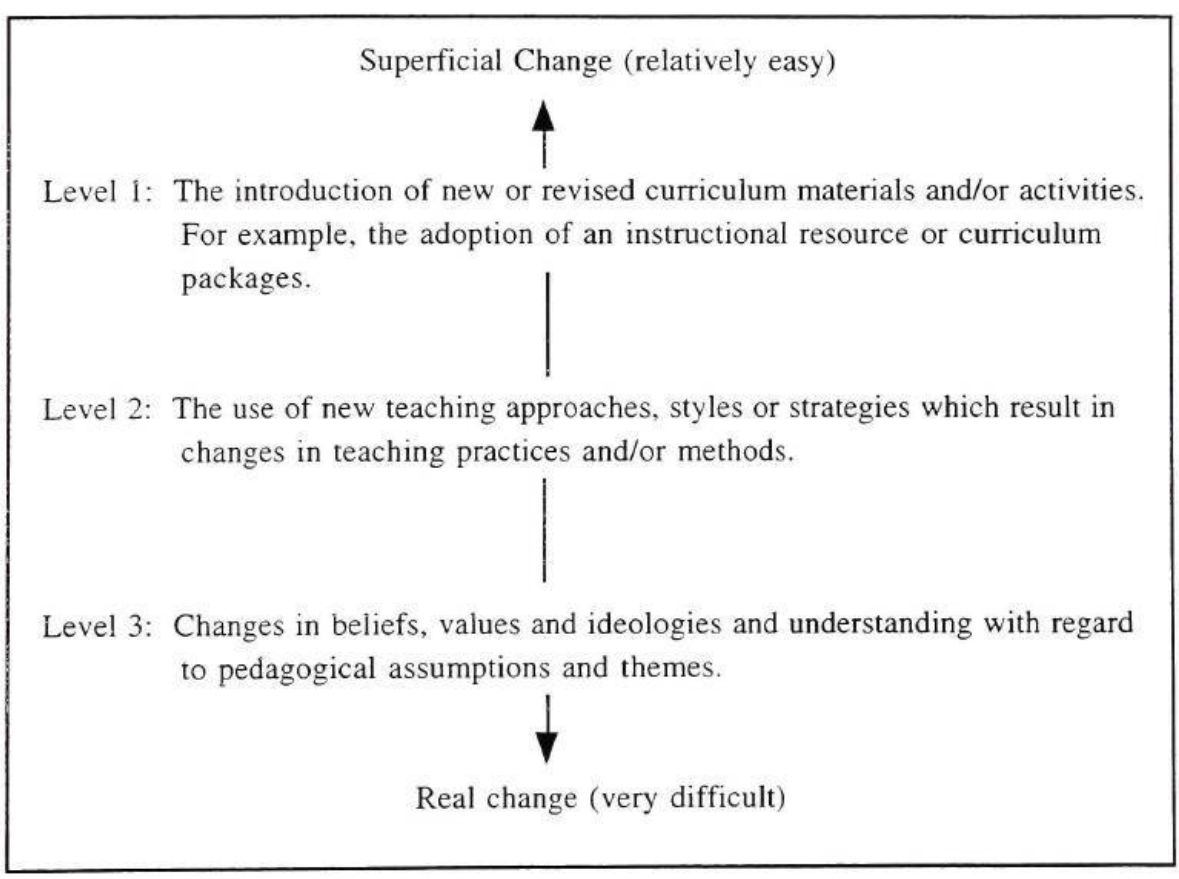
However understanding change and promoting change, as Sparkes (1990) has cautioned, is a precarious endeavour:

> We seem to be faced with the paradox of 'innovation without change' and 'change without innovation', which needs to be explored if we are to understand the nature of change in schools and the part ... physical educators play in this process. One way to to probe this paradox is to consider the notions of *real* as opposed to *superficial* change (authors

emphases) (p. 4).

According to Sparkes, unless there is significant change at all three of levels identified in Fig 3.1, change is likely to be superficial rather than real and enduring. That, is a change in curriculum policy, which is relatively easy to achieve, is unlikely to achieve real change because real change requires a change in practice. The latter can be difficult to achieve because substantive change generally requires changes in the teachers' ideology and belief systems. In addition, change can be a further source of stress in the already busy and often stressful lives of teachers. Consequently, teachers may actively resist change if they are of the view that the proposed changes are not in their interests.

Fig. 3.1: Levels of Change (Sparkes, 1990)



Curriculum Development

Earlier in this chapter it was indicated that curriculum policies in Australia have traditionally been developed at the state level and that this has been one of the chief mechanisms by which State Governments have attempted to control what is taught in schools. Hamilton (1990) and Lundgren (1983) have identified this as a response to the

rise of mass schooling and the attempts by governments to harness schooling to the needs of the state. In this context, curriculum policies were developed by staff, with specific responsibilities for such activity, attached to a curriculum branch of the central Department, or Ministry, of Education. This approach reflects a 'technical' view of curriculum development which was promoted by Tyler (1949) in the United States following World War II.

Tyler's (1949) approach, was predicated on the principle that any curriculum could be developed rationally and systematically by responding to four key questions:

1. What educational purposes should the school seek to attain?
2. What educational experiences can be provided that are likely to attain these purposes?
3. How can these educational experiences be effectively organised?
4. How can we determine if these purposes are being attained? (p. 63)

These questions gave rise to Tyler's four stages of curriculum development which, according to Tyler, required resolution in the order indicated. This linear process and the equivalent terms generally used by teachers is summarised in Fig 3.2.

Fig. 3.2: Objectives Model of Curriculum Development
(Adapted from Tyler, 1949).

Stage:	Tyler's Stages:	Terms Used by Teachers:
Stage 1	Development of objectives	Objectives
Stage 2	Selection of learning experiences	Program Content
Stage 3	Organising the learning experiences	Teaching Strategies
Stage 4	Evaluation of the learning	Evaluation

Tyler has had a significant impact on curriculum development (and on curriculum theorising). His simple method provided teachers and others with a straight forward process for resolving one of education's key problems. Print (1993) has indicated that,

> by emphasising the role and value of objectives, this model forces curriculum developers to think seriously about their task. Too much curriculum development ... is carried out with little thought of the

> curriculum development ... is carried out with little thought of the intended outcomes. By forcing people to conceptualise and then state objectives, rational thinking is encouraged and a clear guide to later planning is provided (p. 67).

However, critics have suggested that the objectives model is overly simplistic (Marsh, 1980), that it places an undue emphasis on assessment (Brady & Kennedy, 1999) and that it bears little resemblance to the real process used in curriculum decision making (Stenhouse, 1975; Walker, 1971). In addition, while not necessarily intended, Tyler's (1949) model identifies curriculum implementation as a separate stage to curriculum development. Thus curriculum became a product which can be developed by 'experts' located centrally which are then distributed for implementation by teachers.

The reactions to the technical approach has been manifold; two are worth mentioning here as they reflect upon particular practices in physical education. The mytho-poetic in which children are left to their own desires and will 'naturally' develop (Gerber, 1971); and, the postmodern and post-structural approaches to education in which science is seen as a malevolent force with no more authority than superstitions from previous eras (Harland, 1993, Marcuse, 1964). The practical and emancipatory interests are explored through a combination of approaches, some of which are complementary and others mutually exclusive.

From the late 1960s, other alternatives to the objective model for curriculum development were being advanced. For example, by Walker (1971) and Stenhouse (1975) in the United Kingdom and by Schwab (1969), a contemporary of Tyler's, in the United States. These alternatives had a number of common elements, including a departure from the linear process implicit in the objectives model and an attempt to forge closer links between curriculum development (theory) and curriculum implementation (practice). As Carr and Kemmis (1986, p. 17) have noted:

> Schwab's guiding image is of the curriculum committee in a school deciding about the school's curriculum, taking into account practical constraints and the concerns of the school community .

Furthermore, the alternative models sought to address the issues of who decides what

objectives are appropriate and the process by which objectives are determined (Skilbeck, 1984; Walker, 1971). In this context teachers were seen as decision makers, and as researchers (Stenhouse, 1975), and not simply implementers of a provided curriculum. These approaches can be regarded as being informed by 'practical' interests.

In Australia, the objectives model has been the most dominant in the field of curriculum development (Brady & Kennedy, 1999). State governments have invariably developed curriculum from this perspective which was consistent with the centralist and hierarchical nature of the education bureaucracies. Aspects of the alternative curriculum development models were utilised in the development of the concept of school-based curriculum development (SBCD) which was promoted by successive Commonwealth Governments in the 1970s and the 1980s[1] :

> SBCD is the development of curriculum, or an aspect of it, by one or more teachers in a school to meet the perceived needs of a school population, that is, on-site resolution, in curriculum terms ... This resolution is carried out by teachers, with or without outside advice, as they are considered to be those educators most aware of student needs (Print, 1993, p. 20).

However, SBCD was not adopted equally by all states and SBCD was more evident in Victoria, New South Wales (and the ACT) and South Australia (Brady & Kennedy, 1999).

In the 1990s, SBCD is a seldom used term in Australia and the emphasis has been on centrally constructed curriculum materials and on the development of a national curriculum (see for example, Australian Education Council, 1994a). These materials typically acknowledge school-level curriculum interpretation within narrow 'guidelines' established by curriculum experts. In this context, teachers are perceived to have the role of refining and fine-tuning the curriculum rather than curriculum developers. Specific details about curriculum development for physical education in Queensland primary schools from 1970-1993 will be reported and critiqued in Chapters 5, 6 and 7.

Curriculum Evaluation

At the beginning of this century, evaluation in Australian schools continued to be performed by inspectors from outside the schools as had been the practice for the previous fifty years (Austin, 1972). The inspectors' main function was to ensure that the teachers of the day carried out their duties as required by the Department of Educations' regulations to maintain government control of education (Holthouse, 1975). While there were significant inputs into educational evaluation by a number of psychologists and curriculum theorists in the early half of the twentieth century, Tyler (1949) has been given the credit for introducing the first major shift in curriculum evaluation and for facilitating a review of the role of school inspectors in maintaining standards in curriculum development and implementation (Brady, 1995).

Tyler's (1949) post war model had two significant features: it moved the emphasis in evaluation from students to the teaching process, including an examination of objectives, teaching activities, and evaluation techniques; and, it pioneered the use of alternative methods for collecting information in and about schools. Thus, Tyler's model promoted evaluation as a tool for obtaining information about the learning process, and its contribution to the development of the learner, rather than simply ensuring that the process had been applied. Furthermore, Tyler's model identified the need for closer links between curriculum development and curriculum evaluation.

Following Tyler's model many subsequent models emerged in the 1960s and 1970s, several of which offered extensions of Tyler's work (Wise, 1976; Popham & Baker, 1970; Taba, 1962). Others (Stake, 1967; 1976; Parlett & Hamilton, 1972; Bloom, 1971; Cronbach, 1963) developed alternative viewpoints and by the 1980s a wide range of approaches to curriculum evaluation had emerged (for a more detailed review of these approaches see Print, 1993 or Kemmis & Stake, 1988). Many of these alternative viewpoints pursued the application of investigative approaches used in sociology, history and anthropology to curriculum evaluation.

In the 1970s and 1980s the number of models and approaches suggested for curriculum evaluation continued to proliferate (Kemmis & Stake, 1988; Carr & Kemmis, 1986).

As new social and political issues, particularly in education, emerged, researchers have responded by attempting to formulate models that take into account the changing education scene. These models had some common concerns, including:

> 1. that the traditional methods of evaluation had paid too little attention to the whole education process in a particular milieu and too much attention to those changes in a student behaviour which could be measured.
> 2. that the educational research climate had under-estimated the gap between school problems and conventional research issues.
> 3. that curriculum evaluation should be responsive to the requirements of different audiences, illuminative of complex organisational processes, and relevant to both public and professional decisions about education (McDonald & Walker, 1981, p.54).

Despite differences in their orientation many contemporary curriculum evaluation models attempt to overcome the deficiencies reported above. The approaches suggested for example by Stake (1967) (Responsive), Parlett and Hamilton (1976) (Illuminative), and Kemmis and Stake (1988) (Critical) all recognise the specificity of curriculum, and they all therefore attempt to provide a framework in which curriculum can be evaluated in its own context. In addition, those concerned with curriculum evaluation have also attempted to establish closer links between curriculum theory and curriculum practice. To achieve this many of these contemporary writers have continued to borrow from investigative methods that emerged in other disciplines. The result of this has been the development of approaches promoting greater relevance and understanding and which, as a result, contribute to course improvement. This is not to suggest that 'traditional' methods are no longer used but that the contemporary methods are typically more appropriate.

The discussion that follows focuses on the literature pertaining to physical education curriculum and policy and initially it will report on the place and purpose of physical education including a critique of traditional and contemporary views of physical education. This will provide an appropriate point of entry for examining some initial details about Queensland policies for primary school physical education.

The Place and Purpose of Physical Education

The place and purpose of physical education will be recurring themes within this thesis

and this discussion provides a review of the literature pertaining to this issue. The previous chapter (Chapter 2) indicated that 'physical education' is a generic term which has been used as a label for a range of activities in which physical activity serves as the basis for organising and implementing learning experiences. This statement may have suggested that there is widespread agreement about the place and purpose of physical education in primary schools. However, as Siedentop (1990) has noted; "There is probably less agreement today on the basic meaning of physical education than there has been at any time in our professional history" (p. 214). According to Kirk (1994) the 'crisis' in physical education in Australia, which was reported in Chapter 1, is a crisis of identity and meaning. At this stage of the thesis, it would be inappropriate to attempt to provide a definitive response to the question of "what is the place and purpose of physical education?". Instead, it is appropriate to report on the meanings that have been assigned to physical education in the literature as this is part of the broader context in which policies and practices for physical education in Queensland primary schools were developed between 1970-93.

According to Wuest and Bucher (1995), historically physical education has been concerned with four areas:

1. Physical development:	physical education has a concern for enhancing growth and lifelong physical fitness.
2. Motor development:	physical education develops movement skills that are needed for life and for participation in sport and recreation.
3. Cognitive development:	physical education provides another medium for individuals to acquire knowledge and understandings and to develop their ability to think and interpret.
4. Affective development:	physical education provides opportunities for individuals to develop positive feelings about themselves and others and their interpersonal skills

School systems developed objectives or rationales for their primary physical education programs based on these four areas (for example in Australia, Department of Education, Western Australia, 1972; 1976; Department of Education, New South Wales, 1975; Department of Education, Victoria, 1970)[2]. However, a review of the contemporary physical education literature reveals that over the last two decades there has been a significant attempt to change what physical education might be. The magnitude of the change that has been attempted in Australia can be appreciated through a comparison of the 'traditional' purposes of physical education, which were summarised earlier, with the following statement of goals for Health and Physical Education for Australian schools (P-10) which were developed as part of the National Curriculum Project in the early 1990s (Australian Education Council, 1994a, p. 7.):

> Learning in the health and physical education area assists students to:
> - Develop knowledge and skills to make informed decisions, plan strategies and implement and evaluate actions that promote growth and development, participation in physical activity, fitness, effective relationships, and the safety and health of individuals and groups.
> - Take an active part in creating environments that support healthy participation in physical activity, and contribute to community debate and discussion on these issues.
> - Be involved as skilled participant in play, games, dance, gymnastics, aquatics, sport, outdoor activities, leisure and recreation.
> - Develop the knowledge and skills to make informed decisions on nutrition and dietary practices.
> - Accept themselves as they grow and change, and promote their own and others' worth, dignity and rights as individuals and as members of groups.
> - Evaluate the influence of diverse values, attitudes and beliefs on personal and group decisions and behaviour related to health and physical activity.
> - Develop an understanding of how individuals and communities can act to redress disadvantage and inequities in health and access to health care and resources.
> - Appreciate the impact of human behaviour and endeavour on the environment and the consequences for the health of individuals and populations.
> - Use and evaluate services, products and facilities that promote wellbeing and participation in physical activity, and understand their rights and responsibilities as consumers.

Over the last decade similar attempts at change, including the foregrounding of health and lifestyle, are also evident in physical education in the United Kingdom (see Penney

& Evans, 1997; Kirk, 1992a; Armstrong & Biddle, 1992) and the United States (Pangrazi, 1998; Stillwell & Willgoose, 1997; Freeman, 1992).

In addition to these changes in the perceived purpose of physical education, there have also been differences in the emphasis and priority given to range of purposes that have been identified for physical education depending upon the value orientations of the curriculum developers and/or teachers (Jewett, Bain & Ennis, 1995). Consequently, it is possible to recognise a large number of approaches (Stillwell & Willgoose, 1997) or models (Jewett, Bain & Ennis, 1995; Siedentop, 1990; Siedentop, Mand & Taggart, 1986; Siedentop, Herkowitz & Rink, 1984) that have been used in developing physical education programs, including, those which have emerged from the more recent attempts to foreground health (Tinning, 1990; 1996) and health literacy (Irwin, 1998). A brief summary of the approaches that can be identified in the literature follows.

Developmental Model

Siedentop (1990) has described the developmental model as the most significant this century in terms of providing a rationale for the inclusion of physical activity in the school curriculum. The developmental model identifies physical education as a subject which is not just concerned with the psychomotor domain but as a subject which can contribute to children's overall development and to the wider goals of schooling. Programs based on the developmental model typically use a multi-activity approach incorporating fitness, skill development, sport and social development (Gallahue, 1993; Kirchner, 1988).

Movement Education

Advocates of the movement education model develop learning experiences based on movement themes such as rolling, moving in the air, and spatial awareness. Cooperation and creativity rather than competition is stressed and learning experiences typically include elements of dance and gymnastics (Logsdon, Barrett, Ammons, Broer & Halverson, 1984). Teaching strategies are typically dominated by student-orientated approaches (Mosston, 1981). In Queensland, movement education programs have been advocated for children in lower primary schools and preschools (O'Brien,

1991).

Sport Education

In this model physical education is defined as sport (Siedentop, Mand & Taggart, 1986). Programs are developed on the basis of developing skills and understandings for participation in specific sports through intra or inter-school competition. Participants also develop skills in coaching and managing teams, and in umpiring and officiating, which provide further opportunities for cognitive and affective development (Alexander, Taggart & Medland, 1993; 1995). Aspects of this model underpin the Aussie Sport program (Willis, 1993) which has been supported by the Australian Sports Commission (the Aussie Sport program will be examined in more detail in Chapter 6).

Recreation Program

The recreation program model provides children with the opportunity to experience a wide range of recreational activities with the emphasis on participation and enjoyment (Tinning, 1987). Initially identified by Siedentop, Herkowitz and Rink (1984), this model has the potential for development along the sport education model lines. That is, in addition to developing skills and understandings for participation in specific recreational activities, participants will also be involved in organising the program and the activities. This model is not identified as a separate approach in the more recent literature (for example, Stillwell & Willgoose, 1997; Jewett, Bain & Ennis, 1995; Siedentop, 1990) but it is incorporated into other approaches including the developmental model.

Fitness

Early forms of physical education were known as physical training (Board of Education, 1933) and fitness has been part of physical education programs in Queensland since they began (a brief historical overview of physical education in Queensland will be provided later in this chapter). Some practioners continue to use a fitness approach as their main, or only, focus. Primary school classroom teachers have been attracted to the fitness model because they have found it easier to organise and

supervise fitness sessions than to develop and teach skill lessons (Kirk, Colquhuon, & Gore, 1988). Health-related fitness was strongly advocated for schools in the 1980's (Almond, 1983) and promoted in Queensland by the staff of the former Physical Education Branch for secondary and primary schools in the late 1980's (Giles, 1991).

Integration

The integration model refers to an approach in which teachers adopt a theme through which learning experiences in a number of curriculum areas including physical education are taught. This has been referred to as a cross-curricular approach (Cole and Chan, 1994) and as one view of outdoor education (Walmsley, 1996; McRae, 1989). In the latter, the physical education experiences typically focus on outdoor pursuits (for example, orienteering). The integration model has been promoted as one answer to the increasing problem of curriculum congestion (too many subject demands in a limited time) in primary schools (Walmsley, 1996). Integration of physical education with one other curriculum area also exists, for example using physical education to enhance literacy and reading skills (Gentile, 1980).

Personal-Social Development

The personal-social development physical education model foregrounds personal (affective) development rather than the psychomotor domain. Hellison (1985; 1988; 1995) is generally regarded as the strongest advocate of this model which has also been referred to as the humanistic model (Stillwell & Willgoose, 1997; Siedentop, 1990). Through a wide range of physical experiences, students are encouraged to increasingly participate in, and take increasing control of, personal and group decision making. Reflection is a key component of the learning experience (Hellison, 1995; Hammel, 1986). Aspects of the personal-social development model can be seen in a number of other approaches to physical education including the adventure education model (Priest, & Naismith, 1996).

Adventure Education

Physical education programs adopting the adventure education model focus on outdoor pursuits as a vehicle for promoting personal growth and skills in outdoor recreation

activities. Abseiling, canoeing and kayaking, snow sports, sailing, snorkelling, bush walking and camping are frequently used activities and learning experiences usually occur in natural settings often away from the school campus. Also referred to as challenge education (Hayllar, 1989) and outdoor education (Blackall & Davis, 1988; Department of Education, Queensland, 1995), adventure based physical education typically attempts to foster a concern for the environment. Students may also be involved in learning experiences involving the preparation and management of pursuit sessions or expeditions and for checking and maintaining equipment . Adventure Education is more generally included as a unit within upper primary and secondary school programs in Queensland rather than as the overall focus (McIntyre, 1989).

Eclectic Approach

While schools may adopt one of the above models, it is more common for schools to develop a physical education curriculum based on a number of them. This has been referred to as the eclectic approach (Siedentop, 1990). Teachers adopting an eclectic approach typically develop core programs based on the developmental model and offer additional units or electives which reflect the characteristics of other models (for example, the recreation program or adventure education). In addition, in this scenario special physical education units may be developed for groups of students with particular needs; for example, a unit focussing on personal-social development for students identified as having difficulties with drugs or alcohol.

In addition to the above models, which provide a framework for thinking about the place and purpose of physical education in a school curriculum, there have also been arguments for physical education to be grounded within what has been described as a socially critical orientation (Rovegno & Kirk, 1995; Kirk & Tinning, 1990; Giroux, 1990; Carr & Kemmis, 1986)[3]. In this orientation school subjects are seen as opportunities for social reconstruction (Lundgren, 1991; Kemmis 1986) and for promoting equity and social justice (Penney, 1997; Queensland Teachers Union, 1997; Rovegno & Kirk, 1995). In this context, in addition to addressing the objectives and skills identified for physical education in the previous discussions, physical education is perceived as a subject area which provides "opportunities for people to redress

matters of social oppression and social injustice, particularly in relation to gender, social class and race" (Rovegno & Kirk, 1995, p. 463). The critiques provided in this thesis, however, have not engaged in any detailed way with the generally poststructuralist, feminist, and other politically critical perspectives (see for example, Hickey, Fitzclarence & Mathews, 1998; Wright, 1997; 1997; Hickey, 1995; Scratton, 1990). Instead, the literature and critiques of practice adopt a modernist understanding of curriculum and policy (even though it is recognised that these are as much an ideological construction as the former).

The remaining task in this chapter is to provide an initial discussion of physical education policies for Queensland primary schools. However, prior to this it is appropriate that the reader has an understanding of the organisation of schooling in Queensland primary schools.

The Organisation of Schooling in Queensland Primary Schools

The most obvious characteristic of the organisation of teaching responsibilities in Queensland government primary schools is the use of a pastoral system. That is, children are assigned to a particular year and class, and a teacher is appointed to that class. This teacher is, in theory, responsible for all of the areas of curriculum for that group of children. As a result, primary school teachers are seen for the most part as being 'generalist' teachers. Typically, each class has their own classroom and most lessons are implemented in that area.

This is substantially different to the system used in secondary schools where teachers are employed as 'specialists' concerned with only one or two curriculum areas. In secondary schools, students are usually assigned to a particular 'home class' but this group receives instruction from a range of teachers who are involved in the different subjects that are experienced during a school day. Secondary school students also move from one specialist teaching area to another and the composition of their classes may change from one period to the next. In primary schools it is commonplace to find a small number of teachers operating as 'specialists' and, for example, many schools have a teacher employed as a librarian. Specialist teachers of physical education are also

common in Queensland state primary schools.

In the mid 1980s the Department of Education began to consider curriculum development from a P-10 perspective which was finally presented in the *P-10 Curriculum Framework* document (Department of Education, Queensland, 1987b). This review continued for over a decade:

> There was a belief that a P-10 Curriculum meant P-10 schools. The fact that some trials of new institutions were occurring at the same time seemed to confirm their beliefs. For example (between 1986-89):
> - two senior colleges to cater for years 11 and 12 and TAFE students were constructed at Hervey Bay and the Redlands District;
> - an arrangement to provide a P-3 school, a 4-10 school and a senior college in Roma was negotiated with the local community;
> - two new primary schools were constructed with the preschool facilities incorporated into the main buildings; and,
> two new centres for distance education were built at Longreach and Charters Towers to cater for the distance education needs of children from preschool to year 10 (Matheson, 1991, p.8.).

However, as yet, there have been no system wide changes to the organisation of teaching in Queensland government primary schools in response to the P-10 initiative.

Queensland Policies with regard to Physical Education

Physical Education has been included in Queensland schools in one form or another since the late 1800s and indeed the State Education Act of 1875 specified the inclusion of drill and gymnastics in Queensland schools. Instructions for 'Physical Training' as it was referred to at this time, prescribed drill for the males, in order to provide some early training prior to their military service, and gymnastics for the females, to develop their "femininity and posture"[4].

Documents from the Queensland State Archives, reveal that the first individual to be nominated specifically for implementing physical training in this state was in 1892 with the appointment of a physical training instructor. This person had the responsibility for instructing teachers in conducting drills and teaching gymnastics. In 1926 the number of Physical Training (PT) Instructors in Queensland was increased to 12 following the

selection and training of six male and six female teachers through a special three week course which had been funded by the Commonwealth Government. These teachers or PT instructors, were required to visit schools for one-day visits and to provide instruction in swimming and sport in addition to drill and gymnastics. It could be argued that these were the first Physical Education specialists in Queensland. This program was discontinued in 1928 during the depression, as a cost saving exercise, and the PT teachers were reappointed to schools as classroom teachers.

In 1933 the publication of a "Syllabus for Physical Training for Schools" in London (Board of Education, 1933) provided a catalyst for a renewed interest in physical training in schools throughout Australia. In Queensland this interest was prompted further by the appointment of an ex-Colonel, Mr. J. Robinson, as the Principal of the Kelvin Grove Teachers Training College in 1935. Shortly after his arrival Robinson introduced daily lessons in physical training for all student teachers which were designed to develop their teaching skills in five areas: physical (fitness) training, marching drill, organised games, swimming and first aid.

The apparent success of this initiative provided a basis for the development of physical education course at the University of Queensland which started in 1941 with 30 commencing students. Many of the students had previously completed a Diploma of Teaching and taught full-time at school during the day and attended university at night and on weekends. The first students graduated from the Diploma of Physical Education course in 1943.

In 1942 the war-time Federal Government, which had become concerned about the physical fitness of the Australian youth, again provided funds to State governments to facilitate physical training programs in schools. In Queensland these funds were used to appoint a small number of teachers as physical education specialists and to establish a state office of the National Fitness Council. The first physical education staffing (coordination) position within the then Department of Public Instruction, the Organiser for Physical Education, commenced in 1944. At about the same time in Melbourne, an Australian (and New Zealand) version of the 1933 syllabus was being developed and

this was published in 1943 (Board of Education, 1943) and subsequently distributed to various states, including, Queensland. The stated objective of physical training for school children was to promote "health in body and mind". However it could be argued that the need to promote the physical preparedness of the Australian youth for military service was the overriding purpose at this time.

A State organiser for physical education was appointed in Queensland in 1944 and Queensland's first official documents concerned with physical education were published following this appointment. These were essentially 'guidebooks' for specific physical activities, including, exercise, posture, and marching. In 1952 Queensland's first physical education curriculum document, *Physical Education for Primary Schools* (Department of Public Instruction, Queensland, 1952) was published. This followed the publication of Australia's first physical education syllabus in 1942 by the Western Australian Department of Education and similar documents by the Departments of Education in Victoria in 1943 and New South Wales in 1949 (Miller, 1967). The Queensland syllabus identified the following outcomes (Department of Public Instruction, 1952, p. 1):

> By the time boys and girls leave school, they should have acquired the following:
> 1. Good posture;
> 2. An ability to play games;
> 3. A degree of physical prowess and rhythmical ability;
> 4. An active interest in physical recreations;
> 5. Desirable social attitudes and play habits.

During the 1950s and 1960s further guide books were produced for a number of specific physical education content or activity areas, including, swimming, football, folk dancing, health education, games, gymnastics, and cricket, and guidelines for program development and implementation existed for lower, middle and upper primary grades (see for example, Department of Public Instruction, 1958, *Football*,). These documents suggested that physical education programs should include fitness development, gymnastics, games, folk dance, and major games skills during winter and swimming in summer.

The numbers of specialist teachers had steadily increased during the nineteen-fifties and by 1960 there were 42 physical education teachers working across the State. Several of the physical education teachers were based at Tallabudgerra Creek, Yeppoon and Magnetic Island where residential camps had been established as bases for the implementation of emerging outdoor education programs. In addition, by 1960 a Physical Education Branch had also been created within the Department which provided a centre for administrative staff and for teachers working on curriculum and/or policy development (Department of Education, Queensland, 1961).

In 1964 the introduction of secondary school Health and Physical Education created further employment opportunities in this curriculum area and a further 23 specialist teachers were appointed. The number of specialist teachers within Queensland in that year totalled 77. This number increased rapidly during the sixties and by 1972 there were 247 specialist physical education teachers with approximately 35% in primary schools and 65% in secondary (Department of Education, Queensland, 1965).

The *Health and Physical Education Curriculum Guide* was first published in 1972 (Department of Education, Queensland, 1972a) and reprinted without change in 1981. As indicated in Chapter 1, this document remains current at the time of completing this thesis. This document provides teachers with the objectives for physical education, and an overview of the approved areas of content; instructions for organising and implementing lessons, including suggestions concerning the appropriate time allocation; guidelines for program evaluation; and, a list of materials and resources might be used by teachers. The 1972 physical education curriculum guide also prescribes the teaching roles and responsibilities of specialist and generalist teachers in Health and Physical Education. A brief overview of each of these components of the *Health and Physical Education Curriculum Guide* follows.

Aims and Objectives of Physical Education

The *Health and Physical Education Curriculum Guide* contains the following statement of aims and objectives for physical education in Queensland primary schools (1972a, p. 1):

> Physical Education, as an integral part of education, aims to assist each child attain maximum development - physically, socially, emotionally, and intellectually - according to his (or her) capabilities. The unique contribution of Physical Education is the provision of opportunities for structuring learning situations in motor experiences which favourably influence the growth and development of the child.
>
> At the primary school level, Physical Education assists in the development of the child at an important stage of growth. It helps refine gross motor abilities of young children, develops physical skills at a period when the child is highly receptive, and provides a means for children to express themselves non-verbally and creatively through movement and physical skills. Social skills can be developed by participation in team and group activities which also afford another avenue for problem-solving and decision-making behaviour.
>
> The objectives of Health and Physical Education are:
> - To develop physical fitness
> - To develop proficiency in useful and satisfying physical skills
> - To develop body awareness and control
> - To develop social skills
> - To develop attitudes and practices for healthy living

It can be noted in the above, that in addition to identifying the aims and objectives for physical education, the policy document also identifies the expected contribution of physical education to primary school education. Furthermore, it foreshadows that physical education has a concern for promoting cognitive and affective development in addition to the physical domain.

Time Allocation for Physical Education

The appropriate time allocation for physical education, according to the *Health and Physical Education Curriculum Guide*, is between 120 minutes and 180 minutes per week. The following additional notes are provided (1972a, p. 11):

> Ideally there should be a daily period for Physical Education but timetables vary in different schools and the time allotment for Health and Physical Education may be organised in different ways as shown below.

	Day 1	Day 2	Day 3	Day 4	Day 5
Plan A	30	30	30	30	30

> May be used in small schools and in middle grades of larger schools.

Plan B	30	30	30	-	60

Allows for inter-school sports program.

Plan C	30	60	30	30	30

This plan extends Plan A to allow for intra-school sports and games so that all facilities may be used on a day other than Day 5.

Plan D	30	30	-	30	30

This plan may be used by a school working to the minimum time allotment.

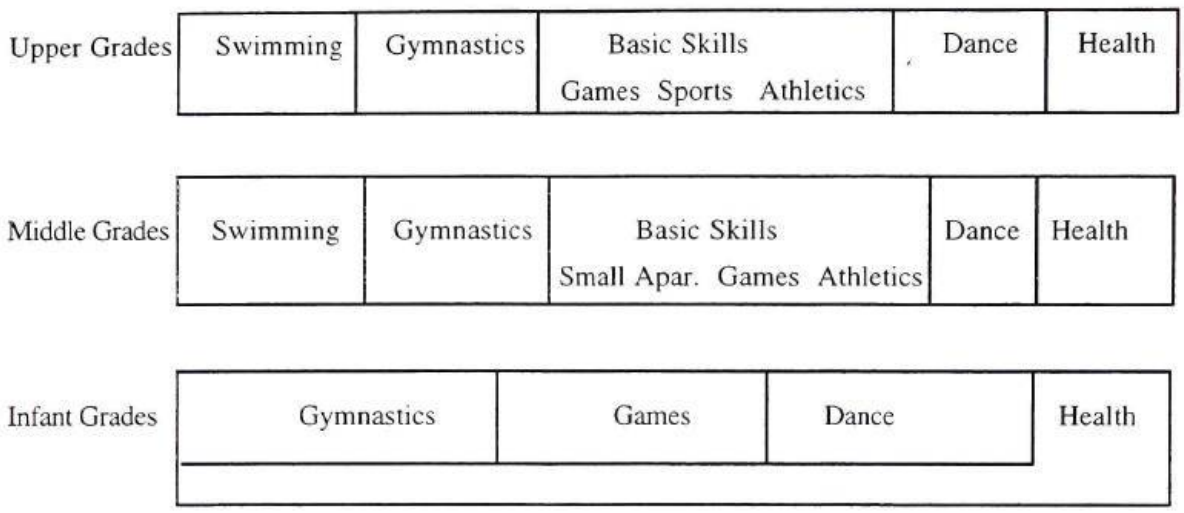
The Content of Physical Education

The following are identified as approved areas of content in the policy document (Department of Education, Queensland, 1972a):

Health Education	Gymnastics
Basic Skills	Athletics
Swimming	Dance/Rhythmic Activities
Adaptive Physical Education	Fitness Activities
Outdoor Adventure Activities	Sports and Games

In addition to identifying the areas of content, the curriculum document provides a discussion of how these areas might contribute to a physical education program. This includes directions as to how these areas should be used to develop an overall school program from which a year or class program can be constructed. For example, the "Planning the Program" section of the document provides the following information (p. 15):

> Physical Education should be organised in the school so that a balanced program is provided. The several areas of content set out in the suggested course of study should be represented at each grade. Excessive concentration of on one area to the exclusion of others would make the program narrow. The objectives of the programme may be best achieved by participation in a comprehensive range of activities which provide differing emphases as well as variety and interest.
>
> The following diagram shows how the areas flow on through the different grade levels, and suggests the relative amounts of time which can be devoted to each area to achieve a balanced program.



Fitness Activities are incorporated in the areas of Swimming, Gymnastics and Basic Skills in the upper grades. Health in the infant grades is basic to many subject areas and much incidental teaching will be done.

Teachers' Roles in Physical Education

The curriculum guide contains the following statement concerning the roles of specialist and generalist teachers with regard to physical education:

> The class teacher must assume (the) major responsibility for Physical Education in the primary school. As in other subjects of the curriculum, he (or she) is responsible for structuring desirable learning experiences which contribute significantly toward the total education of the child.
>
> At all times the class teacher has the major responsibility to ensure that these Physical Education experiences are part of his (or her) overall plan.
>
> The role of the advisory or itinerant teachers (specialist teachers) of Physical Education in Primary Schools is to assist and to work with the principal and his (or her) staff in planning, organising and carrying out a program of physical activities (p.15).

The Queensland Department of Education's policy concerning the role of the specialist physical education teachers in primary schools was clarified further in the *Handbook of Information and Administrative Procedures* (Department of Education, Queensland, 1974, p. 23):

> Physical Education Teachers in Primary Schools

Physical Education Teachers in Primary Schools

The role of the Physical Education Teacher is to provide assistance to teachers in the compilation and implementation of progressive, continuous and comprehensive programs of physical education for their classes.

Class teachers are responsible for their own programs; the physical education teacher is responsible for the development of the resources to meet the needs of this program.

The Physical Education Teacher is required to undertake the following tasks:

(a) to assist in co-operative planning of a school program of Physical Education program suitable to the children's needs, abilities and interest.

(b) To meet with teachers at each level to develop a Physical Education program suitable to the children's needs, abilities and interest.

(c) To demonstrate the teaching of certain skills where requested; to give class teachers insights into utilisation of subject matter; and to provide an appreciation of the standards children can be expected to reach.

(d) To assist teachers in the evaluation of a class physical education program.

(e) Where needed, to assist teachers in planning appropriate programs for individual children.

(f) To provide the leadership required to assist teachers to develop further teaching competencies in this subject area.

(g) To present a wide range of materials and resources which teachers may utilise to initiate new programs or to expand and develop existing programs.

Thus, it could be argued that the *Health and Physical Education Curriculum Guide* provides a clear indication of the aims that have been approved by the Queensland Department of Education for primary school physical education. In addition, it provides details regarding how these aims should be achieved including the roles and responsibilities of classroom and specialist teachers in this curriculum area.

Summary

This chapter has provided an initial examination of the issues that have been instrumental in forming or influencing the relationship between policy and practice in schools. This discussion has not been confined to physical education but it has exposed the wider functions of schooling, its productive and reproductive roles, and its wider social, political and historical contexts. It has been reported in this discussion that schooling, as defined through policies and practices, will continue to be highly contested and that this is not a new phenomena. In addition, it was suggested that as societies set new goals schools and schooling will be appropriated to achieve these objectives and, that in this process, subjects are socially constructed and reconstructed. In this context, we have also examined the literature pertaining to curriculum change and curriculum development and evaluation has also been reported and critiqued.

Furthermore, this chapter has provided a review of the literature pertaining to physical education curriculum and policy and on the possible place and purpose of physical education in a school curriculum. This discussion has identified eight alternative models or approaches to physical education. It was also noted that health and lifestyle concerns have been fore grounded in contemporary physical education curriculum and policy documents and that more recently there have also been arguments for physical education to be grounded within a socially critical orientation.

The final task designated for this Chapter was to provide an overview of the 1972 *Health and Physical Education Curriculum Guide* which was the current policy document throughout the study period (1970-1993). This was preceded by an indication of the organisation of schooling in Queensland primary schools. The chapter that follows, is concerned with describing the methodology that was utilised in this research. As indicated in Chapter 2, this involved a multiparadigmatic approach in which the issues were examined from number of perspectives which will be reported in Chapters 5, 6, and 7 and synthesised in Chapter 8.

Notes for Chapter 3:

1. While Australia's constitution ensures that the various States determine their policies and practices in Education, successive Commonwealth Governments have frequently attempted to influence education and schooling. Brady and Kennedy (1999) provide a succinct but comprehensive overview of the Commonwealth Governments' involvement education and curriculum development in Australia over the last 100 years.

2. For a detailed history of physical education refer Rice, Hutchinson & Lee, 1969, or Van Dalen & Bennett, 1971, or Freeman 1992.

3. Rovegno and Kirk's 1995 paper in *Quest,* 'Articulations and Silences in Socially Critical Research on Physical Education: Toward a Broader Agenda' provides a comprehensive overview of socially critical work in physical education.

4. The influence of cadets and scouts are not central this thesis which has a specific concern for physical education curriculum in schools. For an analysis and critique of this refer, Kirk's '*The Body Schooling and Culture*' (1993).

Chapter 4

The Research Process: A multiparadigmatic approach to inquiry

Introduction

The opening chapter to this thesis indicated that this research was concerned with investigating policies and practices for physical education in Queensland primary schools from 1970-1993. The significance of this time period and the research questions were also identified in the introductory chapter. Chapter 2 provided a critique of contemporary research in physical education, and of the approaches to research typically utilised in this research. Chapter 2 also indicated that this investigation would pursue a multiparadigmatic approach which was suggested as an alternative model to those traditionally used. The purpose of this chapter is to provide further details about the research process utilised in this study (this was initiated in Chapter 2) and to describe the specific methodologies which were adopted.

In broad terms this research is social research; it is concerned with society, individuals, and institutions, focusing on a discrete number of individuals and organisations and their (inter)relationships. Specifically, it is concerned with education and schooling, the groups and organisations that were involved in developing policies and practices for education and schooling, and the individuals who were employed or worked within these organisations. Policies and practices for the physical education curriculum provided the major focus and, thus, this research could generally be described as 'curriculum research'.

One of the characteristics of a multiparadigmatic approach is that researchers are not limited to a particular method of data collection and researchers utilising this approach are able select strategies according to the demands and needs of the research project (Choi, 1992). Furthermore, additional strategies for obtaining data can be added if required. For this project, data collection commenced from an empirical perspective and this provided some initial evidence regarding policies and practices for primary school physical education that were current in 1993. Furthermore, the data gained from the

empirical research provided a basis for reporting on the status of the *Health and Physical Education Curriculum Guide* (Department of Education, Queensland, 1972a) which was the current policy document in 1993.

Following an analysis of the empirical data, further data was then collected from an interpretivist perspective in an attempt to provide the understandings required to respond to the questions raised from the findings from the empirical perspective. In addition, the data gained from the interpretivist perspective identified the social and historical circumstances (Kirk, 1992a; Goodson, 1990b) which had produced the situation described by the quantitative work. The interpretivist perspective was then followed by further data collection and analysis from a critical perspective which identified the wider political structures and the systems of power relationships that existed between 1970-93 which influenced policy development for primary school physical education in Queensland and the practices of teachers and others.

The three perspectives identified above (empirical, interpretive and critical) were subsumed to inform a fourth perspective; the researcher's construction of the competing and contrasting understandings which has been referred to as a synthesis. While in their purest forms these three perspectives may be regarded as incompatible, the researcher has identified and utilised aspects of them that permit their application in a multi-discursive and supplementary manner (Vattimo, 1988).

For example, one of the principal reasons for adopting qualitative research methods is to conduct inquiries where quantitative methods are not technically appropriate, such as with small sample sizes. Ragin and Becker, (1992) argue that researchers can make knowledge claims based upon the analysis of a handful of cases, and that there is, value in exploring the richness of one. In these cases, qualitative researchers are required to declare their biases, presuppositions, and interpretations so that others can form their own opinions about the research findings. Thus, one starting point for qualitative research methods is for the researcher to assume the position of naive participant observer. This is often counterpoised against notionally 'objective' empirical methods by adopting the posture of "not knowing" which is a hallmark of qualitative inquiries. It

is the wonderful strength of these approaches to research and practice. It can also become a grave weakness if researchers fail to understand how they go about "not knowing" or, said in more positive terms, researchers have to know how they go about not knowing (Chenail, 1997, p.1) Naive understandings can assist researchers in generating or validating hypotheses for quantitative research, develop a grounded theory, emancipate informants, or establish the trustworthiness of a theory (Atkinson and Heath, 1990a, 1990b; Lincoln & Guba, 1985). The discussion that follows identifies the methods used to obtain and analyse the data in each of the four levels that were identified for this research.

The Empirical Perspective

The empirical research centred on the replication and implementation of a quantitative study of Queensland primary schools which obtained the views of principals, teachers and pupils about physical education policies and practices at their school. Staff of the Research Services Branch of the Queensland Department of Education had implemented a similar study in 1983 (Tainton, Peckman & Hacker, 1984a) and, in order that valid comparisons could be made with this project, the procedures that were used in the 1993 study were matched as closely as possible to those used in 1983[1]. For example, each of the 78 primary schools that had participated in the 1983 study, which had been selected by staff of the Department's Research Services Branch to provide a representative sample[2], were included in the 1993 study. Staff at each school received a package containing: a letter of introduction; a series of questionnaires; and, instructions for the school principal and a number of classroom teachers calculated on the school's enrolment numbers. As per the 1983 study, a number of principals were also asked in 1993 to distribute questionnaires to a specified group of school students in the upper primary class or year and to arrange for their return[3]. The survey instruments used in the 1983 study were also replicated as closely as possible. For example, principals and teachers in 1993 were asked to provide responses based on what occurred in Terms 3 and 4 as had been the case in 1983.

A number of minor variations occurred from those used in 1983 as a result of changes to the Department's organisation (for example, the removal of school inspectors) and

structure (for example, changes to the number and composition of the administrative regions) between 1983 and 1993. In addition, the participation of the physical education specialists through their completion of a questionnaire was also sought in the 1993 survey to enhance the validity of the study. Examples of the questionnaires that were utilised in 1993 have been included in the Appendix (Appendix A). Details regarding the number of schools, principals, teachers and pupils participating in the 1983 and 1993 studies are provided in Table 4.1. (Appendix B provides a list of the participating schools).

Table 4.1. Comparison of the number of schools, principals, teachers and pupils participating in the 1983 and 1993 studies.

	1983	1993
Number of schools* responding	63	37
Percentage of schools responding	80	48
Number of participating principals	63	32
Number of participating teachers	206	117
Number of participating pupils	449	234
Number of participating PE Specialists	0	18

(*78 schools, or 10% of Class 1-4 Primary Schools (schools with over 35 pupils), were invited to participate in 1983 and 1993.

(Source of the 1983 data: Tainton Peckman &Hacker, 1984a, p. 4)

While the response rate in 1993 was lower than that achieved in 1983, the total number of responses received (48%) was within the range required for empirical study utilising a mail-out questionnaire to be valid (Cohen & Manion, 1989). The differences between the 1983 and 1993 response rates can be attributed to the external nature of 1993 study (it was not conducted by a Division of the Department as was the case in 1983) and the fact that all primary schools in Queensland were undertaking reviews of their mathematics and English curriculum areas, as required by the Department, during the term in which the survey tools were distributed.

Similar statistical procedures to those used in the 1983 study were employed for analysing the empirical data obtained in 1993. Using the SPSS (Statistical Package for

Social Sciences) statistical package (SPSS, 1990) tables indicating percentages and means[4] for the questions that were included in the questionnaires were generated. This provided an indication of the general trends and the dominant views of the respondents. Further information was obtained through an analysis of variance, rank order correlation and regression (Weiss, 1994). The questionnaires also included a series of open-ended questions and for these questions the responses from the participants were recorded and collated. Consequently it was possible to classify the range of responses with regard to their frequency.

The empirical data and the findings obtained following the 1993 survey are presented in Chapter 5. In addition, where appropriate the 1993 data is contrasted with the data gained by Tainton, Peckman and Hacker in 1983. Collectively, these two studies provide significant empirical data about the development and implementation of policies for physical education in Queensland primary schools for the period 1970-93.

Interpretivist Perspective

Chapter 6 reports on the application of an interpretivist method of data collection and analysis of the practices of those who were developing, implementing and contesting curriculum for physical education in Queensland primary schools from 1970-1993. In this thesis, the interpretative method provides a discursive 'uncritical' account of the development of policy and practice as told by the participants in the physical education policy development process for Queensland primary schools. Thus, Chapter 6 focuses our attention on the process through which departmental systems, schools, teachers, and others have negotiated and determined the purpose of physical education in Queensland primary schools (as described in policy) and how it might be implemented.

The initial evidence for this Chapter was obtained through the literature review (see Chapter 3) and the subsequent examination of policy documents in Queensland from the late 1800s to 1993. The second stage of interpretation required a discourse analysis of published and 'unofficially' circulated Department of Education correspondence from this period. The third and more specific process of interpretation was achieved by interviewing those individuals who were involved in developing and/or trialling the

materials. These interpretations were also informed by an understanding of the policies and practices in other states. A discussion of the three levels indicated above is provided in the discussion below.

Documentation from the Queensland Department of Education, and from a number of other agencies (for example, from the Australian Council for Health Physical Education and Recreation and the Australian Sports Commission), represented primary sources of information as they provided one view of the history of physical education in Queensland primary schools. These documents also showed evidence of the contestations that have occurred as subsequent drafts of documents were modified and released. These documents were sourced principally through visits to the Department of Education's archives and visits to the Department of Education's Library and 'History' sections. In addition, significant documents, both official and unofficial, which were circulated within the Department between 1970-1993 were provided by those persons who participated in the interview stage of this study.

The discourse analysis of the documents was guided by Kelso's (1994) reconstruction of guidelines that were adapted from Palmer (1969) and Vandenberg (1984). This method has four basic steps:

> 1. a sympathetic, though critical, viewing of the texts through multiple readings in an attempt to connect the whole text to its constituent parts;
>
> 2. an attempt to arrive at a deeper understanding of the usage of definitions and concepts through a critical investigation of the authors' purpose in writing the texts (in this study this was achieved through structures and discussions);
>
> 3. analysis, for the purpose of establishing coherence and consistency of the use of grammar, syntax, logic, vocabulary and figures of speech in specific tracts in the texts, in an attempt to illuminate the authors' intentions; and
>
> 4. an identification of the multiple 'truths' and world views presented in the text through a comparison of the interpretations arrived at from the initial readings of documents with the explanations and descriptions of the authors (the bureaucrats, policy writers and politicians responsible for their production) (p. 54 with additional notes in parenthesis).

The interviews were a crucial aspect of the data gathering process and the individuals involved had a number of roles. The participants were important sources of primary evidence about policy formulation and the development of teaching practices and the interview provided the opportunity for the participants to tell their own story. In order to achieve the final level of Kelso's method, the participants accounts were validated through a comparison of individual responses which were also validated or rejected by the documentary evidence. This triangulation of the data gave rise to a shared intersubjective meaning (Carr & Kemmis, 1986). This was also consistent with the underlying beliefs about a multiparadigmatic approach that was identified in Chapter 2.

The members of the discourse community were initially identified from the policy documents which referenced the authors by name (for example, the 1983 *Evaluation of Physical Education in Queensland State Primary Schools* identified Barry Tainton, Greg Peckman and Wendy Hacker). However, the majority of the participants were identified by other participants in response to one of two interview questions; one in which they were asked to identify the actual authors of particular documents or policy; and, a second, in which they were asked "Who else should I speak to about this project?". In response to these questions the discourse community broadened until no new individuals or groups (for example, the Queensland Teachers' Union and staff from the former Kelvin Grove Teachers College) were identified by the participants. The interviews were recorded on an audio cassette and transcribed for analysis and a number of key informers were interviewed on more than one occasion. Appendix C provides a list of those persons who were interviewed. This group includes a large number of people who were attached to the Queensland Department of Education in the period 1970-1993 and who were involved in policy development. Furthermore, the list includes a range of individuals who were consulted or involved in the construction and negotiation of policy, including politicians, teacher educators, and members of boards and committees.

In addition to the above, the interpretive chapter examined the findings from the empirical perspective regarding the responses of teachers, and others, to the policy documents. For example, it provided discussion on why the 1972 policy document for

primary school health and physical education was still in current in 1993 and what status the recommendations from the 1983 evaluation (Tainton, Peckman & Hacker, 1984a) were given by those Department of Education staff who had responsibility for physical education.

Critical Perspective

Chapter 7 provides a critical analysis of the findings from the two previous chapters: the empirical research which has been reported in Chapter 5, and the interpretive research reported in Chapter 6. A discussion of 'critical research' has previously been provided (in Chapter 2) which indicated that critical research typically has a political focus and that the common element of the critical research paradigm is emancipation. Critical researchers frequently adopt the interpretivist research model, with regard to developing an understanding of the social and historical circumstances which have produced the phenomena, or subject under investigation, but critical researchers differ from others in that they have an agenda of orchestrating transformation and change (Bain, 1990b). In this thesis, the critical perspective was concerned with exposing the political structures that had existed and the contextual constraints that hampered the renewal of policies and practices for physical education in Queensland primary schools from 1970 to 1993.

In addition to the above, 'critical' research is ultimately orientated toward emancipation (Bain 1990b; Anderson, 1989; Carr & Kemmis, 1986; Habermas, 1972). That is, critical research attempts to provide the understandings required for enlightenment which will provide the catalyst for appropriate change. In this instance, this is concerned with overcoming the problems and issues that have been identified in Chapters 5 and 6 in the development of policies and practices relating to physical education for children in Queensland primary schools. This was attempted through a further deconstruction and reconstruction of the understandings of the community of individuals and interested groups associated with the development of policies and practices for physical education in Queensland primary schools from 1970 to 1993. The steps described in the previous discussion from Kelso (1994) were repeated for this analysis. It should also be noted here that the researcher's interest and understandings

(and biases) are also reported and critiqued in Chapter 7.

The Synthesis

It can be seen in the above discussion that the empirical research provided a basis for the interpretive research and that the critical perspective subsumed the findings and understanding from both the empirical and the interpretive perspectives. However, the critical perspective in this multiparadigmatic research was not the final stage in the research process. This was provided by a further stage which has been referred to as the synthesis and this is presented in Chapter 8.

In Chapter 8, the collective understandings and critiques that emerged from all three perspectives (empirical, interpretive and critical) are synthesised to respond to the issues that were identified in the introductory chapter. However, the initial questions were reformulated for the subsequent investigations and discussions. Answers to those questions provide the basis for identifying the implications of this research for primary school physical education in Queensland which are presented in Chapter 9.

Confidentiality and Ethical Considerations

The nature of this research was such that the individuals who consented to participate in the interview process were asked to provide candid details, often of a sensitive or political nature. Consequently it was important to establish an interview process that would encourage cooperation and frankness and at the same time protect their interests. Consequently a set of procedures was established for involving participants in this research, prior to the interviews commencing, and the purpose of this discussion is to provide details of these protocols.

Typically, prospective participants were contacted initially by telephone to seek their involvement and to arrange a time and place to meet. During this initial telephone discussion it was indicated that their involvement in this research, which was part of a doctoral thesis, was sought and that this research was concerned with investigating and reporting on the development of policies for physical education in Queensland primary schools for the period 1970-1993. Prior to the commencement of each interview, the

participants were again advised of the purpose of this research and their 'rights'. They were then asked to complete and sign an 'Interview Consent Form' (refer Appendix D) which indicated that:

- the information they provided would not be made public in any form that could reveal their identity to an outside party
- that only aggregated results of the whole study would be used in any reports; and,
- they were free to withdraw their consent at any time, in which event their participation in the research would immediately cease and any information obtained destroyed if requested by them.

In addition to gaining informed consent, and the provision of the safeguards indicated above, the following 'principles of procedure' adapted from Kemmis and Robottom (1981) were adopted and adhered to:

1. that all participants had an equal opportunity for providing input;

2. that subject to maintaining confidentiality all participants had equal access to the data; and,

3. that the researcher was, as far as possible, impartial in implementing this research project.

Collecting and Analysing Data

The earlier discussion of the research methods employed in this multiparadigmatic study have indicated that there were a number of stages to the process of data collection and analysis. Furthermore, this discussion has argued that the research process was dynamic and cyclical rather than linear and sequential (Macdonald, 1992). However, it is possible to identify, albeit in a linear representation, the periods during which the majority of the data was collected and analysed and this provided in Fig. 4.1. This is significant as it locates the temporal dimensions of this study and locates it historically.

Fig. 4.1: Data Collection and Data Analysis Time Line

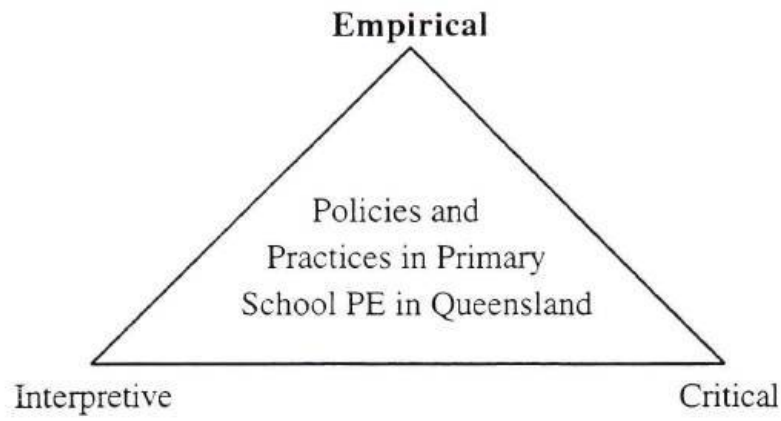
1993	
June-December	Development and implementation of the survey of Queensland primary schools (School Terms 3 and 4).
1994	
January-May	Analysis of the empirical data
June-December	Commence interviews and document search Initial analysis of interviews and document analysis.
1995	
January-December	Complete main interviews and document search Second stage data and document analysis
1996	
January-June	Critical analysis of empirical and interpretivist data Supplementary interviews
July-December	Synthesis of empirical, interpretive and critical data.

Summary

This chapter has provided details of the specific methods that formed the multiparadigmatic approach used in this research. This can be best summarised through the application of the model which was used in Chapter 2 to provide an example of a multiparadigmatic approach in operation.

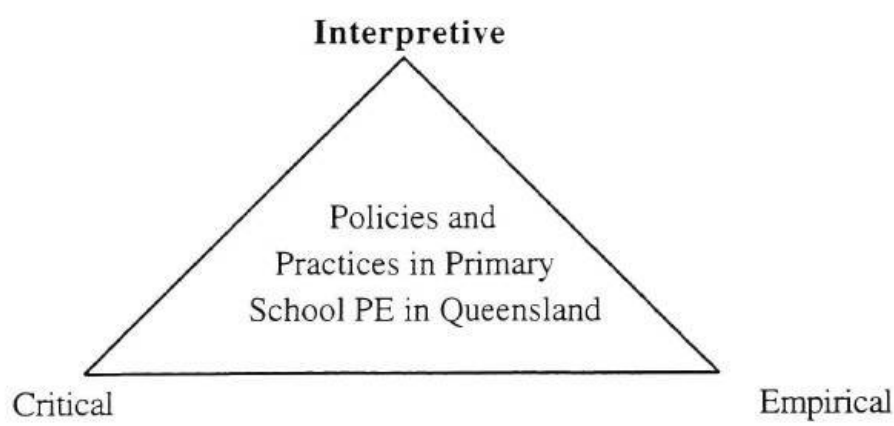
This multiparadigmatic investigation began through the replication and implementation of an e empirical study of Queensland primary schools which obtained the views of principals, teachers, and pupils about physical education policies and practices at their school. As staff of the Queensland Department of Education had implemented a similar study in 1983 (Tainton, Peckman & Hacker, 1984a), similar procedures were adopted for this aspect of this study so that valid comparisons could be made with the data from the earlier study. The data gained from the empirical perspective provided some initial evidence regarding policies and practices in primary school physical education, including the status of the 1972 policy. This part of the research can be represented as

follows:



It can be seen that the 'empirical' perspective is at the models apex and this indicates that the empirical paradigm was driving this stage of the investigation. Research in this perspective is reported in Chapter 5.

This research then moved to an interpretive perspective which focussed on investigating the process through which departmental systems, schools, teachers, and others have negotiated and determined the purpose of physical education in Queensland primary schools between 1970-93 and how it might be implemented. This part of the inquiry can be represented as follows:

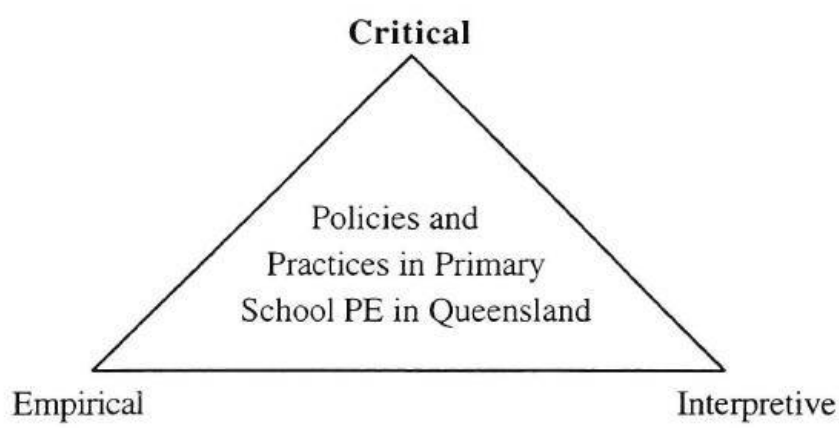


It can be seen that the triangle representing the multiparadigmatic approach has been rotated clockwise so that the 'interpretive' paradigm lies at the apex. The initial evidence for this perspective was obtained through the literature review and the subsequent examination of policy development in Queensland from the late 1800s to 1993. The second stage of interpretation required a discourse analysis of published and

'unofficially' circulated Department of Education correspondence from this period. The third and more specific process of interpretation was achieved by interviewing those individuals who were involved in developing and/or trialling the materials and Departmental correspondence.

In addition, the research completed as part of the interpretive perspective considered further the findings from the empirical perspective regarding the responses of teachers, and others, to the policy documents. For example, it investigated why the 1972 policy document for primary school health and physical education was still current in 1993. Research in this perspective is reported in Chapter 6.

The research then proceeded to utilise a critical perspective which was concerned with exposing the political structures that had existed and the contextual constraints that hampered the renewal of policies and practices for physical education in Queensland primary schools from 1970 to 1993. The multiparadigmatic model can now be represented as follows :



It can be seen in the third perspective that the critical perspective lies at the model's apex. The critical research was also concerned with overcoming the problems and issues that had been identified in empirical and interpretive research. This was attempted through a further deconstruction and reconstruction of the understandings of the community of individuals and interested groups associated with the development of policies and practices for physical education in Queensland primary schools from 1970 to 1993.

The collective understandings and critiques that have emerged from all three perspectives (empirical, interpretive and critical) were then synthesised to respond to the issues that were identified in the introductory chapter. The outcomes from this synthesis are reported in Chapter 8 and Chapter 9.

Notes for Chapter 4:

1. In order to claim that valid comparisons could be made with the 1983 study, the 1993 study adopted the 'evaluation methodology' described by Tainton, Peckman and Hacker (1984, p 12-14) (further information was also provided through personal communication with Tainton and Peckman). This also meant adopting what might be described as limitations of the 1983 study. For example, the sample size was limited to 10% of all Class 1-4 Queensland primary schools (783 schools in 1983) and did not include schools with enrolments of less than 35 children (Class 5 and 6 schools). In addition, teachers and others were asked to provided data about their physical education in Terms 3 and 4 only.

2. A representative sample was used in 1983 quantitative study to ensure that the participating schools reflected the composition of Queensland schools with regard to their size (student numbers) and the mix of urban versus rural locations (Tainton, Peckman & Hacker, 1983). The same schools were approached to participate in 1993.

3. As per the 1983 study (Tainton, Peckman & Hacker, 1983), 15 principals were asked to administer the the pupil questionnaire to 30 pupils from Years 5, 6 and 7. In total, 11 principals returned 234 completed pupil questionnaires. Those schools that returned pupil questionnaires are identified in Appendix C. It can be noted that this provides a excellent cross section of the representative sample.

4. The limitations of means is acknowledged. It is evident that a further of analysis of the data, for example computing the standard deviation for the tables developed for Chapter 5, would have provided additional perspectives. However, the analysis of the data completed as part of this study was restricted to replicating the analysis that had been undertaken by Tainton, Peckman and Hacker (1984a) in the 1983 study.

Chapter 5

Physical Education Policy Development for Queensland Primary Schools 1970-93: An Empirical Perspective

Introduction

This chapter is the first in a series of four which presents divergent views of the development of physical education policies and practices for Queensland primary schools from 1970 to 1993. As indicated in the previous discussion, this chapter will present and analyse empirical data which was obtained through the replication of a survey, involving principals, teachers and pupils in a discrete number of Queensland primary schools (10 % of Class 1-4 schools) which was implemented in 1993. The details of the methodology used were explained in Chapter 4 (and the questionnaires used are provided in Appendix A). In addition, this discussion will contrast the more recent data with data collected by staff of the Queensland Department of Education in 1983 which has been previously reported by Tainton, Peckman and Hacker (1984a). Collectively, these two studies provide significant empirical data about physical education in Queensland primary schools for the period 1970-1993, including, the development and implementation of policies at this time.

The findings from this section of the study will be reported and analysed under the following sub-headings which reflect the comprehensive nature of the 1983 and the 1993 evaluations of physical education in Queensland State primary schools:

The Organisation of Physical Education;

Program Development for Physical Education;

School Facilities and Equipment for Physical Education;

Classroom Teachers' Views on Physical Education;

Physical Education Specialist Teachers' Views on Physical Education;

Pupils' Opinions About Physical Education;

Summary of Problems and Priorities for Assistance; and,

Conclusions from the Empirical Research.

Since the views and opinions of school principals are reported in the initial discussions their comments are not identified as a sub-heading in the above. In addition, the views

of principals are also reported in the discussion of 'Summary of Problems and Priorities for Assistance'.

The Organisation of Physical Education

The data gained from the 1993 empirical study provided a very good indication of the way in which physical education was organised in Queensland State primary schools. For example, the vast majority of the state primary schools that were surveyed had access to a physical education specialist teacher (92.2% of schools surveyed) and these specialist teachers played a pivotal role in the organisation of physical education in these schools.

Table 5.1: Availability of Physical Education Specialist Teachers at School as Reported by Classroom Teachers in 1983 and 1993.

Availability of PE Specialists:	% 1983 (n= 206)	% 1993 (n=117)	%Diff.
Never	8.3	7.9	- 0.4
Sometimes (eg. one or two visits/month)	3.4	7.9	+ 4.5
One day/week	18.4	25.6	+ 7.2
Two days/week	14.1	23.9	+ 9.8
Three days/week	27.2	26.5	- 0.7
Four days/week	6.3	4.3	- 2.0
Daily	20.4	4.3	- 16.1
No response (ie. not indicated)	1.9	0.9	- 1.0
One day/week or more	86.4	84.6	- 1.8

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 22.)

The 1983 (Tainton, Peckman & Hacker, 1984a, p. 22.) and 1993 survey data regarding the availability of specialist teachers is provided in Table 5.1. This data suggests that the percentage of primary schools that were serviced by physical education specialist teachers in the period 1983-93 was maintained in Queensland state primary schools and that, on average, 85% of primary schools had access to a specialist teacher on a weekly basis. While this figure is substantially higher than the reported percentage of primary schools having access to specialist physical education teachers in the other states and territories of Australia (Walmsley, 1996; Turnbull, 1996), the data identifies two significant changes that have emerged between 1983 and 1993 in the

schools that were surveyed.

Firstly the number of specialists attached to only one school has declined by 16.1% and, secondly, the number of schools that were visited by a specialist for only one or two days per week has increased by a similar amount (17.0%). This suggests that the specialist teachers are spending less time at each school they attend and that while the number of primary schools with at least weekly physical education specialist visits has been maintained in 1993 these teachers were required to service more schools as part of their professional activities than their 1983 counterparts. This possibility was confirmed by many of the 1993 survey participants in their responses to open ended questions and the issue of the number of specialist teachers was frequently cited as a cause of concern by principals and teachers. Most of the specialist teachers that participated in this study indicated that they had to service a number of schools and it was not uncommon for those specialist teachers who were appointed to country areas to be assigned five or six schools. One specialist teacher reported that they had nine schools to service.

Responses from the physical education specialists' participating in the 1993 study indicated that they had a wide range of responsibilities, including, the development of school policies and programs for physical education, the development of school facilities and resources for physical education, teaching physical education, purchasing equipment, organising and implementing outdoor education and camping programs, organising and coaching teams for inter-school sport, and coaching and managing teams for inter-region sport. For the smaller schools in rural areas, the specialist teachers reported that they essentially completed the same tasks but that their visits were scheduled less frequently, for example, fortnightly or monthly.

With regard to their time usage, specialist teachers surveyed in 1993 reported that teaching physical education classes was their dominant activity (at least 85 % of their time) and that they were expected to provide one lesson per week to each class at every school they visited. This application of the specialist teachers' time has the greatest influence on the current organisation and implementation of physical education in Queensland primary schools. That is, most school programs are organised on the basis

of each class experiencing one specialist lesson of 30-40 minutes per week.

The 1983 evaluation of physical education in Queensland primary schools revealed similar findings with regard to the role of specialist teachers to those described in the 1993 findings. The researchers' report (Tainton, Peckman & Hacker, 1984a, p. 46.) indicated that "the major role of the physical education teacher was teaching physical education lessons for the (classroom) teacher(s)" despite the fact "that the teaching of class lessons, other than for demonstrative purposes, was not one of the tasks that had been assigned to physical education teachers" (refer the Queensland Department of Education's role statement regarding 'Physical Education Teachers for Primary Schools' provided in Chapter 3). However, Tainton, Peckman & Hacker (1984a) reported that the responses from principals and classroom teachers had indicated their preference for changing the role of the specialist teachers to that described in the position statements. The more recent evidence provided by the 1993 study suggests that this change in role has not occurred and that the role of specialist teachers in Queensland state primary schools has not changed since the early 1970s.

The views of classroom teachers and principals regarding the actual and their preferred role for physical education specialists in primary schools was also addressed in the 1993 study. The principals' responses to this issue (refer Table 5.2) indicated that the physical education teachers were primarily involved in teaching physical education lessons for the class teacher, assisting teachers to teach their classes physical education and with the development, within the school, of a wide range of materials and resources which classroom teachers may use. However, their reported preferred role for physical education specialist teachers was for them to work co-operatively with the class teachers to develop physical education programs for their classes, to provide each school with an overview of the physical education program and to provide a comprehensive physical education program for the whole school to follow. Thus, the principals' responses in 1993 matched those reported in the 1983 study with regard to their preference for changing the role of specialist teachers from that of primarily a teaching role to one of an advisor to the classroom teachers as had been described in the Department's policy documents (Department of Education, Queensland 1972a; 1974).

Table 5.2: Actual and Preferred Role of Physical Education Teachers as Reported by School Principals in 1993.

Tasks that may be performed by a primary school Physical Education Teacher (n=32):	Actual Role Mean Rating* and (Rank Order)	Preferred Role Mean Rating* and (Rank Order)
Develop an overview of the school program for PE	3.18 (6)	4.31 (2)
Provide the school with a comprehensive PE program for the whole school to follow	3.40 (4)	3.97 (3)
Work co-operatively with class teachers to develop specific PE programs for their classes	3.61 (5)	4.34 (1)
Provide the class teacher with an established, comprehensive PE program for their class to follow	2.96 (9)	3.45 (9)
Assist teachers to teach their classes PE	3.75 (2)	3.94 (4)
Assist teachers in the evaluation of PE activities	3.18 (6)	3.75 (7)
Assist teachers in planning appropriate programs for children with special needs	3.15 (8)	3.84 (6)
Develop within the school, a wide range of materials and resources which teachers may use in PE	3.46 (3)	3.91 (5)
Conduct inservice programs for class teacher	1.78 (10)	3.42 (10)
Teach physical education lessons for the class teacher	4.04 (1)	3.63 (8)

* Means were calculated from responses to a five-point scale where 5=great extent, 3=moderate extent and 1=no extent.)

The responses from classroom teachers in 1993 (refer Table 5.3) suggested a similar, if somewhat more cautious, support for changing the current role of specialist teachers. The classroom teachers' responses indicated that the physical education teachers were primarily involved in teaching physical education lessons, developing overviews of the school physical education programs, and assisting teachers to teach their physical education classes. In addition to continuing to develop an overview of the school physical education program, the preferred role for the physical education specialist teachers according to the classroom teachers was for them to develop a wide range of physical education materials and resources which they could use, and to assist classroom teachers in planning appropriate programs for children with special needs.

An examination of the mean scores for all of the tasks that might be performed by

specialist physical education teachers, from both classroom teachers and principals, indicated that there was a desire for the specialist teachers to be more involved in every task suggested with the exception of teaching. That is, while both groups have indicated changes in what priorities they would set for specialist teachers, the only task item to decline in score, for both participant groups, was item ten - 'Teach physical education for the class teacher'. It would appear that teachers and principals have recognised that for the specialists to accomplish more in any of the other tasks, that the specialists need to reduce their teaching duties.

Table 5.3: Actual and Preferred Role of Physical Education Teachers as Reported by Classroom Teachers in 1993.

Tasks that may be performed by a primary school Physical Education Teacher (n=117):	Actual Role Mean Rating* and (Rank Order)	Preferred Role Mean Rating* and (Rank Order)
Develop an overview of the school program for PE	3.21 (2)	4.32 (1)
Provide the school with a comprehensive PE program for the whole school to follow	2.78 (5)	4.09 (4)
Work co-operatively with class teachers to develop specific PE programs for their classes	2.50 (6)	4.06 (5)
Provide the class teacher with an established, comprehensive PE program for their class to follow	2.31 (8)	3.83 (10)
Assist teachers to teach their classes PE	3.11 (3)	3.98 (8)
Assist teachers in the evaluation of PE activities	2.49 (7)	3.98 (8)
Assist teachers in planning appropriate programs for children with special needs	1.94 (9)	4.13 (3)
Develop within the school, a wide range of materials and resources which teachers may use in PE	3.05 (4)	4.16 (2)
Conduct inservice programs for class teachers	1.62 (10)	4.04 (6)
Teach physical education lessons for the class teacher	4.12 (1)	4.04 (6)

(* Means were calculated from responses to a five point scale where 5=great extent, 3=moderate extent and 1=no extent.)

The classroom teachers who participated in the 1993 evaluation reported that they allocated, on average, 73.7 minutes per week to physical education and 71.8 minutes

per week to organised sport. There was very little reported difference in the time allocation between Term 3 and Term 4 (refer Table 5.4). While this average time appears to be consistent with the total time allocation suggested in the *Health and Physical Education Curriculum Guide* (Department of Education, Queensland, 1972a) and an increase on the time allocation reported in 1983, the usage of this time was more problematic. An analysis of the 1993 classroom teachers' responses regarding their use of physical education time reveals that, for the vast majority of classes (96%), this included only one physical education skill lesson which was implemented by the visiting physical education specialist. Very few of the classroom teachers, who participated in the 1993 empirical study, implemented any additional physical education skill lessons, as was suggested by the syllabus document. The remaining physical education time was used for short periods of 10-20 minutes in which fitness activities and minor games were implemented.

Table 5.4: Average Time (in minutes) Per Week Allocated to Physical Education and Organised Sport as Reported by Classroom Teachers in 1983.

Activity:	Term 3		Term 4		Average	
	1983	1993	1983	1993	1983	1993
Physical Education	72.8	73.1	79.1	74.2	76.0	73.7
Organised Sport	57.8	70.3	56.0	73.3	56.9	71.8
Total Time	130.6	143.4	135.1	147.5	132.9	145.5
	(n= 206)	(n=117)				

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 22.)

A comparison of the 1983 data with the data obtained in 1993 (Table 5.4) reveals that while the amount of time allocated to physical education has been maintained, the time allocated to organised sport by the sample schools has been increased by 26%. This represents a significant change over the ten year period which is inconsistent with the policy document (Department of Education, Queensland, 1972a) which suggests a number of ways in which the time allocated to physical education and sport should be used. In these suggested overviews, the percentage of time allocated to sport never exceeds 33% of total time and the time allocated to physical education never less than

66% of the total time. In 1983 organised sport was reported to have been allocated 42.8% of total average time and by 1993 this percentage had increased to 51.1% of total average time.

The number of days per week for physical education activities as reported by classroom teachers in 1983 and 1993 is provided in Table 5.5. This data suggests that the number of classes that have physical education on only one day per week has increased by 21.9% in the period 1983-1993. In addition there has been a significant reduction in the number of classes experiencing physical education on two days per week (down by 16.2%) and the number of classes participating in daily physical education in Term 4 (down by 6.2%).

Table 5.5: Number of Days Per Week for Physical Education Activities as Reported by Classroom Teachers in 1983 and 1983.

Number of days for physical education activities:	Percentage of Classes					
	Term 3		Term 4		Average	
	1983	1993	1983	1993	1983	1993
None indicated	6.3	3.4	4.9	2.6	5.6	3.0
One day per week	17.0	35.9	17.0	41.8	17.0	38.9
Two days per week	36.4	20.5	42.2	25.7	39.3	23.1
Three days per week	8.7	9.4	9.2	6.0	9.0	7.7
Four days per week	10.2	9.4	7.8	11.1	9.0	10.3
Daily	21.4	21.3	19.0	12.8	20.2	17.1
	(n= 206)	(n=115)				

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 23.)

Responses from the classroom and the physical education specialist teachers who participated in the 1993 study indicated that organisationally there was a clear separation of health education and physical education in Queensland State Primary Schools. The responses from the physical education specialists who were surveyed in 1993 indicated that they had no involvement in the planning or teaching of health education which, in their view, was the responsibility of classroom teachers. That is, despite the curriculum area label of 'Health and Physical Education', the specialist role is confined to physical education as suggested by their designation as 'physical education specialist'.

In summary, the 1993 data indicates that school programs are organised on the basis of a visiting physical education specialist teacher. Typically, the physical education teachers develop and coordinate the year and term programs for physical education and coordinate the school's organised sport program. Most of the primary school classes experience one physical education lesson per week and this lesson is implemented by the physical education specialist teacher, with classroom teachers providing additional experiences in sport and/or minor games. Classes are sometimes involved in fitness activities and health education if such experiences are organised and implemented by their classroom teacher. These findings about the organisation of physical education in Queensland primary schools are very similar to those reported in the 1983 study by Tainton, Peckman and Hacker (1984a).

Program Development for Physical Education

The 1993 study provided a very good opportunity to examine how programs for physical education had been developed at the school-level in many Queensland state primary schools. This section of the discussion reports on this aspect of the empirical study. As in the previous section, where appropriate, comparisons with the data reported by Tainton, Peckman and Hacker in 1984 are provided.

Less than 40% of the state primary school principals who participated in the 1993 study (37.5%) reported that their school had developed a school-based physical education program extending from Year 1-7. While this represents an increase of 7.5% in the number of principals who reported that their school had a school-based program from the 1983 study (Tainton, Peckman & Hacker,1984a), this is not a significant improvement when viewed in the context of the earlier study where the principals had acknowledged the importance of developing school-based programs. The importance of a school-based program as a basis for planning was also recognised by the classroom teachers who participated in the 1993 study. For example, in their responses to the open-ended question of "what problems are being experienced by you in planning and teaching physical education?", many classroom teachers identified the 'lack of a comprehensive school physical education program' as their major concern.

In those schools that reportedly had school-based programs (37.5%), the vast majority of principals indicated that these programs contained school policy statements for physical education (83.2%); had general and specific aims and objectives (91.7% and 83.2% respectively); provided guidelines for sequencing activities (83.2%); and, included flexibility for teachers to meet the needs and interests of specific groups (91.7%). Several of these principals also reported that their school-based programs contained specific learning activities (75%); provision for pupil evaluation (66.6%); details relating to the availability of resources (58.3%); and, statements concerning the role of classroom teachers and/or physical education specialist teachers (58.5%). A comparison of these responses with those received in 1983 is provided in Table 5.6. On the basis of this data it is is not possible to concluded whether or not the 1993 school-based programs were any better developed than those that had existed in 1983. However, it can be noted that the number of school-based programs has marginally increased (by 7.5%) from 1983 to 1993.

Table 5.6: Content of School-based Physical Education Programs As Reported by Principals in 1983 and 1993.

Possible Content areas:	Reported inclusion %:	
	1983 (n= 18)	1993 (n=12)
School policy statements for physical education	77.8	83.2
General aims and objectives	100.0	91.7
Specific aims and objectives	100.0	83.2
Guidelines for sequencing activities	100.0	83.2
Flexibility for teachers to meet student needs	91.7	94.4
Specific learning activities	100.0	75.0
Pupil evaluation	44.5	66.6
Availability of resources	77.8	58.3
Role of classroom and/or specialist teachers	27.8	58.3

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 33.)

As indicated previously, program development was reported by the principals and teachers who participated in the 1993 study as being the responsibility of the specialist teacher and similar views had been reported by Tainton, Peckman and Hacker in their 1983 study (1984a). However, in the absence of any formal directive or policy it would

appear that the physical education specialist teachers had assumed this role and that this arrangement was not necessarily consistent with the role described in the policy documents that were detailed earlier (refer Chapter 3). For example, according to the directions circulated to primary school principals in 1974 (Department of Education, Queensland, 1974), class teachers were responsible for the development of physical education programs and the role of the physical education teachers was to assist classroom teachers in their program development and to ensure that the school(s) had the resources to successfully implement this program. Furthermore, the 1974 policy document indicated the desirability of cooperative planning and that this may have been achieved through the development of a school-based physical education subject committee. However, the principals who participated in the 1993 study indicated that less than 35% (34.3%) of schools had a physical education subject committee.

Table 5.7: Actual Program Emphasis Across Primary Schools As Reported by Teachers in 1983 and 1993.

Rank order (and means*) of the Emphasis Actually Given in 1983: (n=not recorded, approximately 206)	Rank order (and means*) of the Emphasis Actually Given in 1993: (n=117)
1. Swimming (3.55)	1. Swimming (4.03)
2. Basic Skills (3.46)	2. Athletics (3.61)
3. Athletics (3.43)	3. Minor Games (3.59)
4. Minor games (3.39)	4. Basic Skills (3.42)
5. Organised games/sports (3.33)	5. Organised games/sports (3.41)
6. Fitness Activities (3.25)	6. Fitness activities (3.22)
7. Dance (2.93)	7. Dance (2.91)
8. Gymnastics (2.63)	8. Adaptive PE (2.12)
=9. Adaptive PE (1.70)	9. Gymnastics (2.10)
=9. Camping (1.70)	10. Camping (1.83)
11. Outdoor Activities (1.50)	11. Outdoor Activities (1.71)

(* Means are calculated from a five point scale where 5=Great Extent, 3=Moderate Extent and 1=None)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 33.)

In the 1983 and the 1993 studies, classroom teachers were asked to rank a list of eleven areas of physical education in terms of what emphasis is actually given to each area in their class' physical education program. This list did not include 'health' which, despite

its inclusion in the curriculum document as an area of physical education (Department of Education, Queensland, 1972a), was omitted from the list in the 1983 study[1]. Consequently it was not included in the 1993 study. Table 5.7 provides the teachers' responses in 1983 (from Tainton, Peckman & Hacker, 1984a) and in 1993 to the question of what emphasis was actually given to each content area in their class' physical education program.

The 1993 data identifies six content areas, including, swimming, athletics, minor games, basic skills, organised games and sports, and fitness activities, as receiving at least moderate emphasis with the remaining areas (dance, adaptive physical education, gymnastics, camping and outdoor activities) receiving little emphasis. A comparison of the rankings of the emphasis given to the eleven areas of physical education by teachers in 1983 and in 1993, using Spearman's Rank Order Correlation[2] (Weiss, 1994; Lumsden, 1971), reveals a score of 0.0973. This score indicates that a very high correlation exists between the two lists suggesting that there has been very little variation in the content emphasis in the surveyed physical education programs from 1983 to 1993.

Table 5.8: Preferred Program Emphasis Across Primary Schools As Reported by Teachers in 1983.

Rank order (and means*) of the Emphasis That Is Actually Given :	Rank order (and means*) of the Emphasis That Should Be Given:
1. Swimming (3.55)	=1. Basic Skills (4.10)
2. Basic Skills (3.46)	=1. Swimming (4.10)
3. Athletics (3.43)	3. Fitness activities (4.06)
4. Minor games (3.39)	4. Minor Games (3.88)
5. Organised games/sports (3.33)	5. Organised games/sports (3.47)
6. Fitness Activities (3.25)	6. Athletics (3.45)
7. Dance (2.93)	7. Dance (3.41)
8. Gymnastics (2.63)	8. Adaptive PE (3.30)
=9. Adaptive PE (1.70)	9. Gymnastics (3.29)
=9. Camping (1.70)	10. Camping (2.80)
11. Outdoor Activities (1.50)	11. Outdoor Activities (2.49)

(* Means are calculated from a five point scale where 5=Great Extent, 3=Moderate Extent and 1=None; n=not recorded, approximately 206)
(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 33.)

At one level, this is not unexpected, given that the same curriculum policy, and the same list of approved content, was current throughout this period. However, an analysis of the teachers' responses from the 1983 study, regarding what emphasis teachers would like to have in their programs, compared with the 'actual' (summarised in Table 5.8), reveals that they believed that their physical education program emphasis needed to change in a number of content areas. For example, the teachers' responses indicated that there was too much emphasis given to athletics and insufficient emphasis to fitness activities. Furthermore, an analysis of the mean scores indicates that teachers wanted to increase the program emphasis given to dance and gymnastics. However, according to the 1993 data (refer Table 5.7), none of these changes had occurred

Table 5.9: Preferred Program Emphasis Across Primary Schools, Reported by Teachers in 1993.

Rank order (and means*) of the Emphasis That Is Actually Given:	Rank order (and means*) of the Emphasis That Should Be Given :
1. Swimming (4.03)	1. Swimming (4.07)
2. Athletics (3.61)	2. Fitness activities (4.01)
3. Minor games (3.59)	3. Basic Skills (3.98)
4. Basic Skills (3.42)	4. Minor Games (3.84)
5. Organised games/sports (3.41)1	5. Athletics (3.61)
6. Fitness Activities (3.22)	6. Dance (3.45)
7. Dance (2.91)	7. Organised games/sports (3.35)
8. Adaptive PE (2.12)	8. Adaptive PE (3.28)
9. Gymnastics (2.10)	9. Gymnastics (3.13)
10. Camping (1.83)	10. Camping (3.10)
11. Outdoor Activities (1.71)	11. Outdoor Activities (3.03)

(* Means are calculated from a five point scale where 5=Great Extent, 3=Moderate Extent and 1=None; n=117)

In the 1993 study, participating teachers were again asked to indicate their preferred physical education program emphasis in addition to the current program emphasis and this data is summarised in Table 5.9. Interestingly, the 1993 teachers' responses matched those recorded in 1983 in that they also indicate that there should be greater emphasis in fitness activities (change in rank from six to three) and less emphasis in athletics (change in rank from two to five). Furthermore, the mean scores for the 1993

data about what emphasis should be given for the program content areas, has increased in all areas with the exception of organised games and sports. Significantly, in the 1993 responses the mean scores for all content areas was above 3.0 which suggests that teachers are arguing for a more even treatment of the eleven content areas that have been identified. This includes significantly advancing the profile of dance, adaptive physical education, gymnastics, camping and outdoor activities in the physical education program.

The Queensland Department of Education has funded the development of a number of publications that were designed to assist schools in the development of their physical education programs (see, for example, *Physical Education for Primary Schools - Swimming*, Department of Education, Queensland, 1969; refer Table 5.10 for further listings). The report from the 1983 study (Tainton, Peckman & Hacker, 1984a) indicated that many of these documents were found to be inadequate by classroom and specialist teachers and by principals. Similar results were also gained in the 1993 study as indicated in Table 5.10.

Table 5.10: Usefulness of the Department's Publications, as Reported by Classroom Teachers in 1993.

Departmental Publications:	Usefulness *Mean Rating
1. *Health and Physical Education Curriculum Guide*	2.42
2. *Physical Education for Primary Schools - Gymnastics*	1.87
3. *Physical Education - Games Program*	2.38
4. *Physical Education for Primary Schools - Swimming*	2.37
5. *Physical Education for Primary Schools - Athletics*	2.27
6. *Physical Education for Primary Schools - Fitness Activities*	2.24
7. *Physical Education for Infant Grades*	1.68
8. *Safety Handbook for Schools: Physical Education*	2.39
9. *Outdoor Education - A Guide to Camping Out Programs*	1.84
10. *P-10 Health and Physical Education Framework*	2.41

(* Means calculated from responses to a five point scale where 5 is very useful, 3 moderately useful, 1 not useful; n=117)

The Department's most recent publication on this list, the *P-10 Health and Physical Education Framework* (Department of Education, Queensland, 1990b) scored

relatively highly compared with the other publications. However, this document's mean rating translates to less than 'moderately useful'. The 1993 study respondents indicated that many resources was used from non-Departmental sources for program development; the *Daily Physical Education Programme* (Department of Education, South Australia, 1982) and *Aussie Sport* (Australian Sports Commission, 1986 & 1987) materials were frequently cited[3]. The participants' responses to open-ended questions indicated that teachers (specialist and generalist) were seeking curriculum packages, such as the *Daily Physical Education Programme*, rather than content area specific reference books or theoretical frameworks which were designed for teachers to use in developing school-based programs. This was also the view of principals.

The *Health and Physical Education Curriculum Guide* was rated the most useful publication in 1993 despite its less than 'moderately useful' score (mean score of 2.42). In 1983 (Tainton, Peckman & Hacker, 1984a), this publication was rated second (mean score of 2.76) with *Physical Education for Primary Schools - Fitness Activities* (Department of Education, Queensland, 1972b) rating the highest (with a mean score of 2.80). The report that followed the 1983 study included amongst its recommendations a need for the Queensland Department of Education to revise its curricular documents for physical education and that any new documents should provide teachers with guidance in planning, organising, implementing and evaluating programs (Tainton, Peckman & Hacker, 1984a). This has not occurred and in 1993 (and in 1998) the 1972 *Health and Physical Education Curriculum Guide* remained current.

The views of the participating classroom and the physical education specialist teachers on physical education are reported in later discussions. However, it is appropriate to foreshadow in this discussion of program development, the classroom teachers' concerns regarding planning for health which was reportedly outside the responsibilities of the physical education specialists. That is, physical education teachers are reportedly responsible for planning for all areas of content with the exception of 'health' which was the responsibility of classroom teachers. It could be argued that this separation has maintained an artificial division between health education

and physical education in Queensland state primary schools.

In summary, this discussion has provided a good indication of how physical education programs were developed in the surveyed Queensland state primary schools. The empirical data indicates that while a number of schools had developed comprehensive school-based physical education programs more than 60% of them had not. In addition, the participants' responses suggest that planning and programming for physical education has become increasingly the sole responsibility of the physical education specialist teachers with only limited input from principals and classroom teachers. This has been reported as being inconsistent with the Department's policy. Concerns were also expressed regarding the relationship between health education and physical education at the program development level.

The responses to questions about program emphasis have revealed that the suggested changes in program emphasis which were identified in 1983 had not occurred by 1993 and that there has been very little variation in the content of the sample primary school physical education programs from 1983 to 1993. However, teachers participating in the 1993 survey have indicated their desire for change and for programs to reflect equally all of the various areas of content. Furthermore, it has been reported that the Department's physical education source books, which were designed to assist teachers and others in program development, have not been redeveloped since the early 1970s and that teachers and principals have questioned the usefulness of these 'outdated' publications for programming. Teachers and principals were also critical of the continuation of the 1972 *Health and Physical Education Curriculum Guide* as the policy document in 1993.

School Facilities and Equipment for Health and Physical Education

The questionnaires which were distributed as part of the 1993 empirical study into physical education policy and practice in Queensland state primary schools included questions concerning the availability and adequacy of physical education facilities and equipment. In this discussion the responses from the 1993 study regarding school facilities and equipment for physical education are presented and comparisons made

with those recorded by Tainton, Peckman and Hacker (1984a) following their 1983 study. As a result it will be possible to identify whether facility and equipment levels have been limiting factors in physical education policy implementation and what changes, if any, have occurred with regard to facility and equipment levels since 1983.

The responses from the principals who participated in the 1993 study (refer Table 5.11) indicated that generally the surveyed state primary schools have access to the range of facilities that are typically required for implementing a physical education program or lesson. This included, large grassed areas (91% of schools), undercover areas (60% of schools), swimming pools (72% of schools), hard surface areas (94% of schools), walls for games and developing skills (63% of schools), adventure playground areas (85% of schools), and courts for tennis, basketball and/or netball (94% of schools). However, access to indoor facilities (16% of schools), such as a gymnasium or indoor basketball courts, or outdoor covered areas (45% of schools) was reported as being more limited. Similar responses to those reported by principals, with regard to facility availability, were received from the physical education specialist teachers and the classroom teachers.

Table 5.11: Access to Facilities for Physical Education Lessons as, Reported by School Principals 1983 and 1993.

Types of Physical Education Facilities:	% of Principals Reporting Access	
	1983 (n=62)	1993 (n=32)
Indoor areas for certain physical education activities	34.4	15.6
Teaching areas under school buildings	79.4	59.4
Outdoor covered areas	34.9	45.2
Hard surfaced areas for games, dance etc	81.0	93.8
Large grassed areas suitable for organised games	85.7	90.6
Small grassed areas suitable for gymnastics	95.2	84.4
Walls that can be used for games, developing skills, etc	38.7	62.5
Swimming pool	69.3	71.9
Tennis, netball or basketball court(s)	77.4	93.8
Special playground/adventure area with equipment	77.4	84.4

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 66.)

On the basis of the 1993 data, it could be suggested that most primary schools have the facilities required to teach lessons in each of the eleven content areas of physical education that were identified in the previous discussion on planning. However, the high ultra-violet radiation levels, which are a feature of Queensland's climate for much of the year, create difficulties in using unshaded areas for many schools for much of the school day. In addition, almost 30% of principals have reported no access to a swimming pool for implementing the aquatics or swimming component of the physical education program.

Compared with the 1983 data (Tainton, Peckman & Hacker, 1984a), the principals who returned valid responses in the 1993 study reported an increased availability of most facility types (refer Table 5.11). For example, more principals reported in 1993, compared with 1983, that their school had access to courts for tennis, basketball and/or netball, and typically these facilities were well used for physical education classes in other content areas not necessarily related to these sports. There was also a corresponding increase from 1983 to 1993 in the number of schools with practice walls suitable for games and developing basic motor skills. In addition more principals indicated in 1993 that their pupils had access to adventure playgrounds, hard surface areas, large grassed areas, and outdoor covered areas than was the case in 1983.

However, the principals who participated in the 1993 study have indicated that there has been a reduction, over the ten year period from 1983 to 1993, in the number of schools that had access to either indoor (classroom) areas or under school buildings for physical education activities compared with the 1983 data (Tainton, Peckman & Hacker, 1984a). In part, this change may be due to the construction of outdoor covered areas within schools during this period which, in the study sample, reportedly increased by 10.3% from 1983 to 1993. However, the possibility remained that as school enrolments have increased, less school space has been available for dedicated teaching areas and that physical education has increasingly been forced outdoors. In the context of Queensland's climate, discussed earlier, this is not a desirable change and those areas of physical education content that can be implemented in indoor or covered areas should be (Walmsley & Belbin, 1992).

For those facilities which were indicated as being 'available' by principals in 1993, most of them were also regarded as being of an adequate standard and again the views of the teachers who participated in the 1993 survey were consistent with the responses provided by principals. Table 5.12 provides a summary of the principals' responses to this issue in 1983 (from Tainton, Peckman & Hacker, 1984a) and in 1993. This data indicates that, in addition to facilities being more accessible in 1993, compared with 1983, their perceived level of adequacy had also improved.

Table 5.12: Adequacy of Facilities for Teaching Physical Education as Reported by School Principals in 1983 and 1993.

Types of Physical Education Facilities:	Adequacy of Facilities*	
	1983 (n=62)	1993 (n=32)
Indoor areas for certain physical education activities	1.48	1.60
Teaching areas under school buildings	1.75	1.76
Outdoor covered areas	1.75	2.11
Hard surfaced areas for games, dance etc	2.02	2.16
Large grassed areas suitable for organised games	2.47	2.77
Small grassed areas suitable for gymnastics	2.50	2.50
Walls that can be used for games, developing skills, etc	1.51	1.89
Swimming pool	2.26	2.28
Tennis, netball or basketball court(s)	2.52	2.60
Special playground/adventure area with equipment	2.16	2.20

(*Means are calculated from responses to a three point scale where 3=most adequate, 2=reasonably adequate and 1= not adequate.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 67.)

In addition to availability and adequacy, the 1983 and the 1993 studies sought information concerning the usage of schools' physical education facilities and the principals' responses to this issue are provided in Table 5.13. The 1993 data confirmed that teachers and their pupils were more likely to use those facilities that were perceived to be of a reasonable standard. That is, there is a direct relationship between accessibility and adequacy and usage. A comparison of the data from 1983 (Tainton, Peckman & Hacker, 1984a) and 1993 suggests there has been little change over this time period with regard to facility usage for physical education.

While the availability and adequacy of facilities are important considerations in developing and implementing physical education programs, the availability and adequacy of equipment is arguably even more critical. That is, good teachers will be flexible enough to teach in a range of environments, but for many areas of physical education, equipment is a necessary teaching aid that cannot be substituted.

Table 5.13: Usage of Facilities for Teaching Physical Education as Reported by School Principals in 1983 and 1993.

Types of Physical Education Facilities	Usage of Facilities*	
	1983 (n=62)	1993 (n=32)
Indoor areas for certain physical education activities	1.83	1.67
Teaching areas under school buildings	2.27	2.23
Outdoor covered areas	2.24	2.39
Hard surfaced areas for games, dance etc	2.34	2.58
Large grassed areas suitable for organised games	2.84	2.81
Small grassed areas suitable for gymnastics	2.69	2.35
Walls that can be used for games, developing skills, etc	1.72	1.78
Swimming pool	2.40	2.40
Tennis, netball or basketball court(s)	2.37	2.37
Special playground/adventure area with equipment	2.37	2.00

(*Means are calculated from responses to a three point scale where 3=often, 2=sometimes and 1= never.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 22.)

The principals' responses, for 1993 and 1983 (from Tainton, Peckman & Hacker, 1984a), to the questions about the availability of equipment for the various areas of physical education content, is provided in Table 5.14. Similar responses to these were received from classroom and specialist teachers. The 1993 data suggests that equipment availability is very sound in most schools for most areas of content. However, the principals' responses indicate that further equipment acquisition was necessary for many schools in a number of areas, including, adaptive physical education, camping and outdoor adventure activities, and that further equipment acquisitions are required in some schools for basic skills and swimming. Generally, equipment levels were better in 1993 compared with 1983, with the exception of equipment for basic skills.

However, this is difficult to accept in the context of a reported 100% accessibility of equipment for minor games and organised sport in 1993 which typically would also be used in basic skills.

Table 5.14: Access to Equipment for Physical Education Lessons as Reported by School Principals in 1983 and 1993.

Equipment for lessons concerned with:	% of Principals Reporting Access	
	1983 (n=62)	1993 (n=32)
Basic skills	98.4	75.0
Gymnastics	86.9	80.0
Minor Games	98.4	100.0
Dance and rhythmic activities	84.1	93.8
Athletics	93.4	96.9
Swimming	70.5	75.0
Organised sport	96.8	100.0
Adaptive physical education	16.4	35.5
Physical fitness activities	75.4	87.1
Camping	41.9	58.1
Outdoor adventure activities	29.5	34.5

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 71.)

In response to the issue of adequacy of equipment for physical education, the principals participating in the 1993 study indicated that the equipment was at least adequate for six areas of content, including, basic skills, minor games, organised sport, athletics, swimming, and fitness activities (refer Table 5.15; this also includes comparative data from 1983). Equipment for gymnastics, dance, adaptive physical education, camping, and outdoor adventure activities was reported by principals as generally inadequate. There were many similarities between the responses provided in 1993 by the principals and their teaching staff. However, overall both classroom and specialist teachers rated equipment adequacy somewhat lower than the school principals. For example, equipment for basic skills was reported by classroom teachers in 1993 as less than adequate (with a mean of 1.54) compared to the principals rating of equipment adequacy for this area as reasonably adequate (mean of 2.00).

While this data suggests that equipment levels are reasonably adequate in several areas of physical education, it would be difficult to implement successful lessons in those areas of content in which there is an identified equipment shortage. This includes, gymnastics, dance, adaptive physical education and outdoor activities. Consequently, many school physical education programs would lack the variety and balance in content, as suggested in the policy document, that might otherwise have been possible.

Table 5.15: Adequacy of Equipment for Physical Education Lessons as Reported by School Principals in 1983 and 1993.

Equipment for lessons concerned with:	Adequacy of Equipment* 1983 (n=62)	1993 (n=32)
Basic skills	2.24	2.00
Gymnastics	2.00	1.86
Minor Games	2.27	2.58
Dance and rhythmic activities	1.96	1.89
Athletics	2.28	2.57
Swimming	2.24	2.35
Organised Sport	2.27	2.23
Adaptive Physical Education	1.39	1.78
Physical Fitness activities	2.08	2.14
Camping	1.93	2.43
Outdoor Adventure activities	1.45	1.86

(*Means are calculated from responses to a three point scale where 3=most adequate, 2=reasonably adequate, and 1=not adequate.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 79 and 83.)

While, it can be noted that equipment levels may be perceived as adequate in some areas of content in the context of one person, the physical education specialist, implementing most of the physical education lessons, equipment levels are likely to be grossly inadequate in the situation where classroom teachers implement their class' physical education program as recommended in the policy document. In this situation, there would be a number of lessons being implemented simultaneously and demand for equipment may exceed supply. In addition, the physical education equipment is likely to deteriorate at a greater rate with increased use.

In summary, the 1993 empirical study of physical education in Queensland state primary schools has provided a basis for reporting on current levels of equipment and facilities. However, analysis of the data does not allow for a firm judgment to be made as to whether changes in equipment levels reflected higher expectations of teachers during this period. The data obtained through this component of the study indicates that facilities for primary school physical education were generally adequate and that facilities do not appear to have been a limiting factor in policy implementation. Furthermore, a comparison with the data gained in 1983 by Tainton, Peckman and Hacker (1984a) suggests that there has been an increase in facility availability and adequacy over the last decade. However, concerns have been raised concerning access to indoor and/or covered facilities.

The 1993 data indicates that physical education equipment levels were adequate for a number of areas of content but inadequate in others. As a consequence, it would be difficult for some schools to implement activities in all content areas. An analysis of both the 1983 and the 1993 data suggests that equipment levels have not improved over the ten year period and that equipment levels might be strained further in the event that class teachers were more involved in their class' physical education.

Classroom Teachers' Views on Physical Education

The 1993 empirical study of physical education in Queensland primary schools generated a significant amount of data about physical education from classroom teachers and some of this has been reported in earlier discussions. In addition to providing data about physical education, the responses from the participating classroom teachers provided data about themselves and the characteristics of primary school teachers in Queensland. This discussion provides a description of the classroom teachers who participated in the 1993 empirical study and reports further on their views on physical education. Where appropriate comparisons will be made with the findings from the 1983 study (Tainton, Peckman & Hacker, 1984a).

An analysis of the 1993 classroom teachers sample by sex reveals that 72.6% were female teachers and 27.4% male. Their teaching experience in primary schools ranged

from two months to 33 years with a mean experience of 12.0 years. Table 5.16 provides a summary of the reported teaching experience of the classroom teachers who participated in the 1993 study. This data indicates that the respondents were very experienced teachers with more than 50% of them reporting 10 or more years in the classroom.

Table 5.16: Reported Teaching Experience of Classroom Teachers in 1993 by sex.

Years of experience (n=117):	% of female teachers	% of male teachers	% of all teachers
0-3 yrs.	22.8	15.6	20.9
4-6 yrs.	13.3	21.1	15.6
7-10 yrs	16.9	4.1	13.4
11-20 yrs.	32.5	34.3	33.0
over 21 yrs	14.5	25.0	17.4

A comparison of the 1983 (as reported by Tainton, Peckman & Hacker, 1984a) and the 1993 data, relating to the teaching experience of classroom teachers, suggests that, overall, there was no statistically significant difference between the two studies in the reported level of experience of primary classrooms teachers (refer Table 5.17). In both 1983 and 1993, the more experienced teachers were found in middle and upper primary school levels with the lower primary school teachers reporting the least number of years experience. The mean overall teaching experience calculations for 1983 and 1993 were also very similar with 11.3 years and 12.0 years respectfully.

Table 5.17: Reported Years of Teaching Experience of Primary Classroom Teachers by School Level in 1983 and 1993.

School level	Mean years of teaching experience :	
	1983 (n=200)	1993 (n=117)
Lower Primary	9.3	10.4
Middle	12.0	11.3
Upper Primary	12.7	15.4
Overall	11.3	12.0

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 17.)

While Tainton Peckman and Hacker (1984a) have not provided full details of teachers' experience by school level, they have indicated, that in 1983 "male teachers, who were typically in the upper school, reported more years of teaching experience (mean = 14.0 years) than females (mean=10.0 years)" (p. 17). The 1993 data supports the view that the male teachers are more likely to be found in middle and upper primary classrooms but it does not support the view that male teachers in upper primary are more experienced than the female teachers at this level. Indeed the 1993 data, indicates that the most experienced female teachers are in the upper primary classes and that at this level their experience exceeds that of the male average. Table 5.18 provides a summary of the 1993 data with respect to the gender of classroom teachers by school level and their reported teaching experience.

Table 5.18: Sex of Primary Classroom Teachers by School Level in 1993 and Their Reported Teaching Experience in Years.

School level:	Sex of classroom teachers (% of level)	Teaching experience in years by sex and at each year level	
	female : male	female : male	all teachers
Lower Primary	86.0 : 14.0	9.7 : 14.0	10.4
Middle Primary	65.6 : 34.4	9.5 : 14.9	11.3
Upper Primary	60.6 : 39.4	15.7 : 13.6	15.4
Overall	72.2 : 27.8	11.2 : 14.2	12.0
	(n=117)		

With regard to pre-service education in 1993, 71.2% of the respondents indicated that they had completed a three year degree (an increase of 17% from 1983) 6.8% a four year degree (an increase of 3% from 1983) and 26.1% a two year preservice course (indicated as being "approximately" 30% in 1983). Two participants reported that they had completed a one year preservice course (that is 1.7% compared with 13% in 1983). In response to a question about the amount of physical education they had completed, 14% of the classroom teachers reported that they had completed a 'major' in physical education as part of their preservice degree. A similar figure (13%) was reported following the 1983 study.

Compared with the 1983 study (Tainton, Peckman & Hacker, 1984a), the 1993

classroom teachers indicated that they had completed longer preservice teacher education programs. However, this outcome was consistent with the changes in teacher registration requirements which have occurred over the last twenty years which have consistently argued for a longer preservice training (for example, for Queensland see Department of Education, Queensland,1985b; Board of Teacher Registration, 1987; and, at the national level, Auchmuty, 1980). The number of teachers who reported that they had completed one year or two year certificates was only slightly lower in 1993 compared with 1983.

In 1993 the participating classroom teachers were also asked to indicate if they had gained any additional qualifications and affirmative responses were provided by 30.2% of the respondents. This was consistent across all school levels and for both male and female teachers. A Bachelor of Education degree was the most frequently indicated additional qualification (20% of all respondents) with the remainder indicating they had completed either a Bachelor of Arts degree, or a Graduate Diploma of Special Education or a Bachelor of Educational Studies or a Master of Education degree. Interestingly, given the previous discussion about changes to teacher registration requirements, only 26% of the classroom teachers who indicated that they were either two or one year trained had completed additional qualifications.

Table 5.19: 1993 Classroom Teachers Reported Class Structures Expressed as a Percentage of Total Classroom Teacher Responses.

Single Year Class (70.1% of all classroom teachers):			
Year 1	10.3%	Year 5	9.4%
Year 2	9.4%	Year 6	9.4%
Year 3	9.4%	Year 7	10.3%
Year 4	12.0%		
Composite Class (29.9% of all classroom teachers):			
Year P/1	0.9%	Year 3/4/5	0.9%
Year P/1/2	0.9%	Year 3/4/5/6	0.9%
Year 1/2/3	1.7%	Year 4/5	5.1%
Year 2/3	4.3%	Year 4/5/6	1.7%
Year 2/3/4	1.7%	Year 5/6	2.6%
Year 2/7	0.9%	Year 6/7	3.4%
Year 3/4	2.6%		(n=117)

In response to a question about their current class structure, 70.1% of the 1993 classroom teachers indicated that they had a single year class with the balance (29.9%) teaching composite classes. Table 5.19 provides a summary of the 1993 classroom teacher participant responses (this data was not provided in the 1983 study), including, where appropriate, the nature of their composite class. From this summary it is evident that the 1993 study obtained the views of teachers from a large range of different class structures.

The previous discussion has been concerned with examining the demographics of the classroom teachers who participated in the 1993 study and the generalist teachers have been reported as being well qualified and highly experienced. Indeed on balance they were better qualified and more experienced than those teachers who participated in the 1983 study. The data also reveals that teachers in 1993 were still more likely to have a single year level class despite the reported small increase in multi-year classes from 1983. This discussion now turns to reporting further on the views of the classroom teachers regarding physical education.

Table 5.20: Extent to Which Preservice Courses Equipped Teachers to Teach Physical Education as Reported by Classroom Teachers in 1983 and 1993.

Physical Education activities:	1983 Mean Rating* (n=206)	1993 Mean Rating* (n=117)
Fundamental movement skills	2.86	3.04
Gymnastics	2.54	2.40
Minor games	3.11	3.30
Dance and rhythmic activities	2.84	2.99
Athletics	2.57	2.56
Swimming	2.95	2.75
Organised sport	3.03	2.74
Adaptive physical education	1.45	1.51
Physical fitness activities	2.46	2.74
Camping	1.68	1.55
Outdoor adventure activities	1.52	1.49

(* Mean scores based on responses to a five point scale where 5= great extent, 3=moderate extent and 1=no extent.)
(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 16.)

Despite their longer preservice preparation, the classroom teachers in 1993 did not consider themselves well prepared for teaching physical education. From a list of 11 areas of physical education, only two areas, Fundamental Movement Skills and Minor Games were identified as areas in which they considered themselves to be adequately prepared by their preservice course. This data was, for most part, consistent with that reported following the 1983 study (Tainton, Peckman & Hacker, 1984a). A summary of these results is provided in Table 5.20.

The 1993 classroom teachers reported that they had gained additional expertise for teaching in a number of the listed areas of physical education including athletics, swimming, organised sport and physical fitness. Tainton, Peckman and Hacker (1984a) reported very similar outcomes on this question following the 1983 study and a summary of the 1983 and 1993 data is provided in Table 5.21. This data suggests that classroom teachers have consistently reported that they gained additional expertise in teaching physical education following their appointment as teachers to that which was provided during their preservice courses.

Table 5.21: Extent to Which Teachers Have Gained Additional Expertise to Teach Physical Education as Reported by Classroom Teachers in 1983 and 1993.

Physical Education activities:	1983 Mean Rating* (n=206)	1993 Mean Rating* (n=117)
Fundamental movement skills	2.85	2.71
Gymnastics	2.37	2.37
Minor games	3.26	3.21
Dance and rhythmic activities	2.81	2.92
Athletics	2.93	3.02
Swimming	2.94	3.13
Organised sport	3.31	3.40
Adaptive physical education	1.90	2.06
Physical fitness activities	3.15	3.19
Camping	2.42	2.91
Outdoor adventure activities	2.21	2.35

(* Mean calculated from responses to five point scale where 5=great extent, 3=moderate extent and 1=no extent.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 18.)

One of the most significant questions, which was included in the questionnaire for classroom teachers, was the question which asked them to identify which of the listed areas of physical education they perceived they were proficient in teaching. In 1993, the generalist teachers indicated that they were most proficient in teaching minor games, swimming, physical fitness and dance and rhythmic activities. These teachers also indicated that they were proficient in teaching organised sport, athletics and movement skills but they were not proficient in the remaining areas which include, camping, outdoor adventure activities, gymnastics and adaptive physical education. A summary of these results is provided in Table 5.22.

Table 5.22: Teachers' Perceptions of their Proficiency in Teaching Physical Education as Reported by Classroom Teachers in 1983 and 1993.

Physical Education activities:	1983 Mean Rating* and (Rank Order) (n=206)	1993 Mean Rating* and (Rank Order) (n=117)
Fundamental movement skills	3.53 (2)	3.03 (7)
Gymnastics	2.48 (9)	2.19 (10)
Minor games	3.50 (3)	3.74 (1)
Dance and rhythmic activities	2.98 (7)	3.27 (4)
Athletics	3.11 (6)	3.10 (6)
Swimming	3.17 (5)	3.40 (2)
Organised sport	3.58 (1)	3.20 (5)
Adaptive physical education	1.90 (11)	1.90 (11)
Physical fitness activities	3.47 (4)	3.40 (2)
Camping	2.59 (8)	2.96 (8)
Outdoor adventure activities	2.31 (10)	2.50 (9)

(* Means calculated from responses to five point scale where 5= very proficient, 3= moderately proficient and 1=not proficient.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 19.)

Compared with the 1983 data (Tainton, Peckman & Hacker, 1984a) the reported proficiencies in teaching physical education were very similar in 1993. However, two significant variations were evident with regard to dance and rhythmical activities, and fundamental movement skills. Dance and rhythmical activities improved its ranking in 1993 to rate the teachers' fourth most proficient area when it had ranked seventh in

1983. Conversely, fundamental movement skills had dropped from the teachers' second most proficient area in 1983 to seventh in 1993. This could not be fully explained from the empirical data. The 1993 teachers had reported greater attention to both dance and fundamental movement skills in their preservice degrees and thus both areas might have have been expected to have scored better. In addition, teachers have not reported any additional gains in their expertise in teaching dance as part their professional activities.

Table 5.23: Multiple Regression of Factors Potentially Influencing Teachers' Proficiency in Physical Education Activities in 1993

Physical Education activities:	Factors Influencing Teacher's Proficiency			
	Sex	Teaching Experience	Adequacy Preservice	Additional Experience
Fundamental Movement skills	.13	.54	.53**	.43**
Gymnastics	-.07*	.19	.49**	.52**
Minor Games	-.18**	.37	.36**	.38**
Dance and rhythmic activities	.14*	-.05	.40**	.43**
Athletics	-.25*	.21*	.51**	.63**
Swimming	-.07	.21*	.36**	.45**
Organised Sport	-.27**	.16	.53**	.77**
Adaptive Physical Education	-.15	.38	.32*	.70**
Physical Fitness activities	-.11	.15	.35*	.45**
Camping	-.28**	.22*	.19*	.71**
Outdoor Adventure activities	-.40**	.13	.32*	.70**

(* indicates p. < .05 and ** indicates p. < .01)

In order to ascertain the relative significance such factors as sex, teaching experience, adequacy of preservice courses, and additional experience gained during employment have on the classroom teachers' reported proficiencies in teaching physical education, a multiple regression analysis[4] of the 1993 data was undertaken. This analysis revealed that of the four variables identified, additional experience was the most significant factor. By contrast, the sex of the classroom teachers, their level of teaching experience, and their age were not significant variables in explaining the classroom teachers' reported proficiencies in the various content areas of physical education. A

summary of the data obtained through a multiple regression analysis of the 1993 data is provided in Table 5.23.

Tainton, Peckman and Hacker (1984a) completed a multiple regression analysis of the 1983 data and similar outcomes to those indicated above were reported. However, a comparison of beta weights suggests that additional experience has increased in significance with regard to reported teaching proficiency from 1983 to 1993 while the significance of the other variables has declined.

The questionnaire distributed to classroom teachers in 1983 and 1993 provided an opportunity for them to state their views regarding what problems they were experiencing in planning and teaching physical education. In 1993, there was a high degree of similarity in the responses from classroom teachers which identified three main types of problems. Firstly, there were problems concerning the nature of primary schools and the "overcrowded primary school curriculum". Secondly, there were problems with their capacity to teach physical education, "I do not have the skills, expertise, or interest to teach physical education". And thirdly, there were problems concerning the availability of the physical education specialist in their school, "the PE specialist is stretched by too many schools and PE lessons suffer" and "there is an inadequate or insufficient discussion with the specialist teacher". Some respondents also raised the issue of the "community's poor perception of PE" and that the "community equates sport with PE". Other classroom teacher respondents from northern Queensland indicated that the weather ("too hot and humid") was a limiting factor.

Most of the requests for assistance focused on the availability of the physical education specialist in their school and the following requests were frequently cited: "a full-time PE specialist per school"; "a PE teacher who has the responsibility for the planning, teaching and evaluation of the whole subject"; "more involvement with PE teacher"; "more visits by PE specialist"; "more access to specialist teachers"; and, "specialist teachers should provide programs for classroom teachers". A small number of teachers identified the link between the problem of an overcrowded primary school curriculum

and the availability of specialist teachers; "provide more specialists to alleviate the pressures on classroom teachers" and "need more specialist teachers to provide more non-contact time". A number of teachers suggested that their problems could be alleviated through the provision of better facilities, the redevelopment of policy statements, the development comprehensive school-based physical education programs, and the development and implementation of inservice programs.

While, access to the 1983 raw data was not possible, Tainton Peckman and Hacker (1984a) have provided a selection of comments from the classroom teachers who participated in their evaluation. Without making any assumptions regarding how representative the published comments were, it can be noted that they are very similar to those that have been reported above. In particular, the classroom teachers' desire for an increase in the availability of physical education specialist teachers has been an enduring theme.

Table 5.24: Classroom Teachers' Priorities for Assistance in 1993.

Types of Assistance Suggested (n=115):	Mean Priority* For:		
	Planning	Teaching	Evaluating
More suitable curriculum resource material	3.58	3.56	3.65
More suitable equipment	3.86	4.12	3.57
More suitable reference materials in school library	3.43	3.38	3.35
Planning on a school basis	3.61	3.53	3.45
Departmental in-service workshops/seminars	3.52	3.64	3.47
School-based in-service workshops/seminars	3.61	3.62	3.47
Information about other schools' programs	3.29	3.25	3.16
Revise Curriculum Policy for Physical Education	3.29	3.19	3.25
Detailed lesson material	3.69	3.72	3.63
More PE specialist teacher visits	4.16	4.22	4.18

(*Mean score calculated from responses to five point scale where 5=high priority, 3= average priority and 1=very low priority)

A summary of the 1993 classroom teachers' responses to a question in which they were asked to prioritise different types of suggested assistance is provided in Table 5.24 and

the classroom teachers gave the highest priority to "more specialist teacher visits". This was rated significantly higher than their second highest priority which was providing more suitable equipment and strong support was also given to providing detailed lesson material, the development of planning on a whole school basis and the provision of inservice programs. A lower priority was given to obtaining information about other school programs and revising the curriculum policy for physical education.

Table 5.25 provides the classroom teachers' overall priorities for assistance in both 1983 and 1993. This reveals that more suitable equipment and more specialist physical education teachers were the highest priorities in both 1983 and 1993 and that there was a high correlation in the rank order of the various types of assistance that were suggested. It can also be noted that mean scores for most types of assistance were very similar in 1993 compared with 1983, with the exception of the mean score for physical education specialist visits which has increased significantly. This suggests that, in the sample schools, that classroom teachers have increasingly sought the involvement of a physical education specialist teacher in their class' physical education.

Table 5.25: Classroom Teachers' Overall Priorities for Assistance in 1983 and 1993.

Types of Assistance Suggested:	Mean Priority* and (Rank) 1983 (n=206)	1993 (n=117)
More suitable curriculum resource material	3.36 (8)	3.61(4)
More suitable equipment	3.87 (1)	3.85 (2)
More suitable reference materials in school library	3.37 (7)	3.39 (8)
Planning on a school basis	3.52 (6)	3.53 (7)
Departmental in-service workshops/seminars	3.59 (4)	3.54 (6)
School-based in-service workshops/seminars	3.70 (3)	3.57 (5)
Information about other schools' programs	3.22 (9)	3.23 (9)
Revise Curriculum Policy for Physical Education	3.12 (10)	3.24 (10)
Detailed lesson material	3.59 (4)	3.68 (3)
More PE specialist teacher visits	3.83 (2)	4.19 (1)

(*Mean score calculated from responses to five point scale where 5=high priority, 3= average priority and 1=very low priority)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 57.)

In summary, the 1993 empirical study of physical education in Queensland primary schools generated a significant amount of quantitative data from classroom teachers. This data suggests that classroom teachers in Queensland primary schools were more likely to be female, with single year classes, and that they were generally well qualified and highly experienced. The classroom teachers indicated, somewhat cautiously, that they believed that they were most proficient in teaching minor games, swimming, physical fitness and dance and rhythmic activities and that they were less confident in teaching the other content areas, particularly, gymnastics, camping, outdoor adventure activities, and adaptive physical education.

The participating classroom teachers identified a range of problems that they were experiencing in their planning and teaching of physical education. For example, many expressed concerns about their skills and expertise for teaching this curriculum area and this has been compounded, in their view, by the limited availability of physical education specialist teachers. At another level, many teachers reported that the congested nature of the primary school curriculum, and the demands created by other subjects, limited the amount of time they could allocate to physical education. Furthermore, a number of classroom teachers indicated that the parents and principals expected them to focus on the "three R's" (writing, reading and arithmetic) and that these three areas were their core areas with the remaining subjects enjoying only marginal status. Some respondents also raised the issue of the community's misconception that sport and physical education were synonymous as a significant problem. For example some respondents indicated that many parents believed that there were enough sporting opportunities provided by the community sporting groups and could not see why this should be duplicated by schools.

The classroom teachers were very forthcoming about how their problems with planning and teaching physical education might be alleviated. Most of their solutions were based on increasing the availability of the physical education specialist teachers and with increasing the access of their class to the specialist teacher. That is, the classroom teachers were usually seeking more specialists so that specialist teachers could do more teaching rather than for the specialists to support or advise them about their teaching.

Some classroom teachers suggested that this would improve the quality of their class' physical education while at the same time provide them with more non-contact time which they could use for preparation in other subject areas. A number of classroom teachers thought that their problems in planning and teaching in physical education would be alleviated through the provision of new facilities, the redevelopment of policy statements, the development of comprehensive school-based physical education programs, and the development and implementation of inservice programs. The views of classroom teachers in 1993 have been reported as being very similar to those reported by Tainton, Peckman and Hacker in 1984. For example, the classroom teachers' desire for an increase in the availability of physical education specialist teachers has been a recurring theme.

Physical Education Specialist Teachers' Views on Physical Education

The 1993 empirical study of physical education in Queensland primary schools sought information from primary school physical education specialist teachers through their completion of a questionnaire. This generated data about physical education from those who were, according to all of the other respondents, the most involved at the school level in planning and implementing primary school physical education programs. This discussion provides a description of the specialist teachers who participated in the 1993 empirical study and reports further on their views on physical education. The views of the physical education specialists were not obtained in the 1983 study conducted by Tainton, Peckman and Hacker (1984a). Consequently, it is not possible to compare this data with the data obtained in the previous study. However, where appropriate, this data will be compared with the data provided by the 1993 classroom teachers.

An analysis of the 1993 physical education teachers, who returned valid survey responses, by sex reveals that 27.8% were female teachers and 72.2% male. Their teaching experience in primary schools ranged from one to 20 years with an overall mean experience of 8.28 years. Table 5.26 provides a summary of the reported teaching experience of the physical education teachers who participated in the 1993 study.

Compared with the data provided by classroom teachers, the specialist teachers were less experienced with the majority (61.2 %) having less than ten years teaching. In addition, while classroom teachers in Queensland primary schools are more likely to be female (72.6% of the classroom teachers), physical education teachers in Queensland primary school are more likely to be male (27.8% of the specialist teachers were female). Thus, often younger and less experienced male specialist teachers were expected to advise and assist older more experienced female classroom teachers.

Table 5.26: Reported Teaching Experience of Specialist Physical Education Specialist Teachers in 1993.

Years of experience (n=18):	% of all specialists	% of female specialists	% of male specialists
0-3 yrs.	44.4	60.0	38.5
4-10 yrs	16.6	20.0	15.4
11-20 yrs.	38.8	20.0	46.2
over 21 yrs	0	0	0

With regard to their pre-service education, 94.4% of the physical education specialists indicated that they had completed a three year degree or diploma with the remaining 5.6% indicating that they had completed a four year degree. None of these respondents indicated that they had less than a three year preservice qualification. However this is not surprising given their more recent entry into teaching (compared with the classroom teachers) and the changes to preservice preparation which was indicated earlier. Thus, overall, the data relating to the specialists' pre-service education were comparable to those reported by classroom teachers in 1993 which were presented earlier.

The physical education specialist teachers were less than positive about their preservice education with regard to preparing them for teaching physical education. When presented with a list of eleven content areas, specialist teachers indicated that their preservice degree had been less than adequate in providing them with skills to teach a number of areas, including fundamental movement skills, gymnastics, adaptive physical education, camping and outdoor adventure activities. This list is significant in that these are the areas in which the classroom teachers had indicated that they required the most assistance. Furthermore, the lack of preservice preparation in gymnastics,

adaptive physical education, camping and outdoor adventure activities may explain, in part, why these areas reportedly received very little emphasis in primary school physical education programs. A summary of the specialists' views about their pre-service degree and the level at which it equipped them to teach the various content areas of physical education is provided in Table 5.27.

Table 5.27: Extent to Which Preservice Courses Equipped Physical Education Teachers To Teach Physical Education as Reported by Specialist Teachers in 1993.

Physical Education activities:	Mean Rating*	Rank Order
Fundamental movement skills	2.75	7
Gymnastics	2.75	8
Minor games	3.12	3
Dance and rhythmic activities	3.19	2
Athletics	3.06	5
Swimming	3.06	5
Organised sport	3.49	1
Adaptive physical education	2.06	11
Physical fitness activities	3.12	3
Camping	2.31	9
Outdoor adventure activities	2.44	10

(* Mean scores based on responses to a five point scale where 5= great extent, 3=moderate extent and 1=no extent; n=18.)

Very few (11%) of the specialist teachers reported in 1993 that they had gained any additional academic qualifications since gaining employment. This is significantly lower than the percentage which has been reported for classroom teachers (30%) on this issue. However, this may not be surprising given the specialist teachers' poor perception of their initial degree in preparing them for teaching physical education (refer Table 5.27). The specialist teacher responses to open-ended questions indicated that many of them had attended a number of sport specific coaching courses since completing their preservice degree.

All of the physical education specialist teachers reported that they had acquired

additional expertise for teaching in most of the content areas of physical education since gaining employment (refer Table 5.28). The greatest gains in expertise were reportedly made in organised sport, minor games, swimming, and physical fitness activities and the least gains were in adaptive physical education, camping and outdoor adventure activities. That is, the most gains in expertise were in those areas of content which were reportedly the most adequately covered in their pre-service degrees and the least gains in those areas of content that were inadequately dealt with in their preservice degree. It can be noted that there are few coaching courses in adaptive physical education, camping and outdoor adventure activities and few opportunities have existed for attending inservice programs in these areas.

Table 5.28: Extent to Which Specialist Teachers Have Gained Additional Expertise to Teach Physical Education as Reported by Specialist Teachers in 1993.

Physical Education activities:	Mean Rating*	Rank Order
Fundamental movement skills	3.50	5
Gymnastics	3.19	8
Minor games	3.83	2
Dance and rhythmic activities	3.50	5
Athletics	3.50	5
Swimming	3.81	3
Organised sport	4.12	1
Adaptive physical education	3.02	11
Physical fitness activities	3.81	3
Camping	3.06	9
Outdoor adventure activities	3.12	10

(* Mean calculated from responses to five point scale where 5 = great extent, 3=moderate extent and 1=no extent; n=18.)

A summary of the specialist teachers' reported teaching proficiency in teaching physical education activities is provided in Table 5.29. The specialist teachers indicated that they were highly proficient in teaching organised sport, minor games, swimming, camping, physical fitness and athletics. They also indicated that they were proficient in teaching fundamental movement skills, dance and rhythmic activities, gymnastics and outdoor adventure activities. However, the specialist teachers considered themselves less than

proficient in teaching adaptive physical education.

Table 5.29: Specialist Teachers' Perceptions of Their Ability to Teach Physical Education in 1993.

Physical Education activities:	Mean Rating*	Rank Order
Fundamental movement skills	3.88	7
Gymnastics	3.31	9
Minor games	4.19	2
Dance and rhythmic activities	3.81	8
Athletics	3.94	5
Swimming	4.12	3
Organised sport	4.38	1
Adaptive physical education	2.75	11
Physical fitness activities	3.94	5
Camping	4.00	4
Outdoor adventure activities	3.69	10

(* Means calculated from responses to five point scale where 5= very proficient, 3= moderately proficient and 1=not proficient; n=18.)

The data concerning the specialist teachers' reported proficiencies in teaching physical education activities has a high correlation with the reported physical education program emphasis in Queensland primary schools. While this may be considered appropriate if schools were attempting to maintain their current program emphasis, it may be a cause for concern in the context of schools (or the Department) attempting to bring about changes in program emphasis. That is, specialist teachers may be reluctant to change when they are already teaching what they are best at.

At another level, the reported lack of skills of specialist teachers in implementing adaptive physical education was also a cause for concern. The Queensland Department of Education has maintained a policy of 'mainstreaming' over the last decade and this has resulted in the closure of many of the States "Special Schools". One of the consequences of this action, of relevance to this discussion, is that there is an increased likelihood of children requiring 'adaptive' physical education. Furthermore, classroom teachers have indicated that they required support from the specialist teachers in this content area in particular. However, many of the specialist teachers have indicated in

their responses that they less confident in this area. It could be argued, on the basis of the information presented earlier, that preservice programs have contributed to this deficiency in their skill base.

The roles and responsibilities of specialist teachers have been previously reported in the discussion of the organisation of physical education in Queensland primary schools. In this discussion the specialist teachers' role has been described as pivotal and, according to the responses from the principals and the classroom teachers, the specialist teachers were the primary developers and implementers of the physical education programs in most primary schools. In addition to planning and teaching physical education, the specialist teachers indicated they had a range of other responsibilities including the development of school policies for physical education, organising and coaching teams for inter-school and inter-region sport, organising and implementing outdoor education and camping programs and purchasing physical education equipment. This represents a significant workload in the context that specialists are usually assigned to a number of primary schools. A summary of the data, from the participating specialist teachers, regarding the number of schools visited by specialist teachers in 1993 is provided in Table 5.30.

Table 5.30: Number of Primary Schools Serviced by Physical Education Teachers as Reported by Specialist Teachers in 1993.

Number of schools visited (n=18):	%
1 school	16.7
2 or 3 schools	27.8
4 or 5 schools	33.3
6 or more	27.8

The specialist teachers, who participated in the 1993 study, were asked to indicate the extent to which they agreed with the tasks and duties that had been completed by physical education teachers and their responses have been summarised in Table 5.31. The specialist teachers' gave strongest support to the task of developing school-based programs and working with teachers to develop a program for their classes. Strong

support was also given for assisting teachers with their teaching and their student evaluation in physical education and for developing school resources. These tasks are consistent with the Department's policy statements (Department of Education, Queensland, 1972a; 1974) which were identified and discussed in Chapter 2.

Table 5.31: Specialist Teachers' Views on Tasks Performed by Specialist Teachers in 1993.

Tasks which may be performed by the specialist (n= 18):	Mean Score*
Develop an overview of school program in physical education	4.62
Work cooperatively with class teachers to develop class programs	4.62
Provide each class teacher with comprehensive program	4.19
Assist teachers to teach their classes physical education	4.62
Assist teachers in evaluation of physical education	4.38
Assist teachers in planning for children with special needs	4.12
Develop school materials and resources	4.50
Conduct inservice programs for class teachers	4.00
Take the physical education lessons for the class teacher	3.31

*Mean score is calculated from the specialists responses to a five point scale where 5=strongly agree, 3=moderately agree and 1= no extent:; n=18).

An analysis of the data from the specialist teachers reveals that the task of taking the physical education lessons for the classroom teachers received the least support overall of the tasks listed. However, the data from principals and classroom teachers indicated that in most schools the specialist teachers were expected to take each class for the classroom teacher for one physical education lesson per week. The responses from the physical education specialist teachers confirmed that this was the case and that teaching classes was the main role of the specialist teachers in Queensland primary schools. This is not consistent with the existing policy documents (Department of Education, Queensland, 1972a; 1974).

The specialist teachers' opinions regarding the professional activities of specialist teachers and classroom teachers in physical education were examined through a series of open-ended questions. The specialists' responses to these questions confirmed the

low involvement of classroom teachers in physical education classes, and one specialist reported that his classroom based colleagues "had no role (in physical education) and do not want one". Many of the specialists reported that classroom teachers were given non-contact time when they were teaching the classroom teachers class and that there was no input from classroom teachers. Response from specialist teachers identified a lack of follow-up lessons and that as a consequence children received only one 30 minute class per week. Many of the specialist teachers' responses attributed the classroom teachers' lack of time to contribute to planning and teaching in physical education as being due to other school commitments including the demands from other curriculum areas. A number of specialists suggested that there was a need for a change in their current role. Typically the role they suggested was consistent with the responsibilities of the specialist teacher as is described in the existing policy documents. Other specialists, however, were content with their present role indicating that they were "at least doing (teaching children) what they were trained to do".

The final section of the questionnaire developed for specialist teachers provided an opportunity for them to identify their concerns about physical education and what support they required. This section included both closed and open-ended questions. The specialists' responses to the open-ended questions indicated that there were widespread concerns about their teaching workload which resulted in insufficient time for planning and administration. Several specialists indicated that specialists were spread too thinly and that the current ratio of one teacher to 900 pupils was too high. Many of the specialists also indicated their concerns at the level of classroom teacher involvement in physical education and the finding that students were not receiving any additional lessons to the one that they implemented. As one specialist indicated, "... a 30 minute lesson per week per class is not sufficient to have a genuine impact in educating students in Health and Physical Education". The specialist teachers also reported that in their view facilities and resources were less than adequate and that there were too many program interruptions due to other school or curriculum activities. A number of specialists indicated that the role of the physical education teacher in the primary school needed to be clarified.

The specialist teachers suggested a range of solutions for the problems and concerns that they had identified. With regard to the workload issue, many of the specialists indicated that this problem could be overcome by the deployment of more physical education teachers in primary schools and one respondent suggested that the ratio should be one specialist per 500 pupils rather than 1:900. There was also much support for reducing the amount of teaching completed by specialist teachers, thus providing more time for planning and preparation and time for working cooperatively with classroom teachers and other specialists. Several specialists indicated the need to revise the physical education policies and guidelines suggesting that this revision should clarify the role of specialist teachers, standardise evaluation, and guarantee follow-up lessons. Some physical education teachers suggested that the specialist teachers should implement two lessons per class each week rather than one lesson per week.

In response to a request to prioritise a number of suggested types of assistance that could be provided, the specialist teachers identified more suitable equipment, in-service programs, information about other schools' programs and more suitable curriculum material as their highest priorities. In addition, increasing the number of physical education specialist teacher visits was strongly supported. A summary of the specialist teachers' responses regarding their priorities for assistance is summarised in Table 5.32.

In summary, the 1993 empirical study of physical education in Queensland primary schools has provided the opportunity to develop a profile of the physical education specialists teaching in Queensland primary schools and to document their views about their specialist area. The data suggests that physical education specialists are most often male with less teaching experience than their colleagues working as classroom teachers. Typically they have completed a three or four year pre-service degree and, while few of them have pursued further academic qualifications, it is not uncommon for them to have completed a number of sport specific coaching courses. The physical education specialist teachers have indicated that they consider themselves to be highly proficient in teaching most areas of content but that this expertise was largely developed following their appointment as teachers.

Table 5.32: Specialist Teachers' Priorities for Assistance in 1993.

Types of Assistance Suggested:	Mean Priority* For: Planning	Teaching
More suitable curriculum resource material	4.00	3.75
More suitable equipment	4.62	4.88
More suitable reference materials in school library	3.62	3.56
Planning on a school basis	3.56	3.56
Departmental in-service workshops/seminars	4.56	4.62
School-based in-service workshops/seminars	3.88	3.94
Information about other schools' programs	4.62	4.50
Revise Curriculum Policy for Physical Education	3.88	3.56
Detailed lesson material	3.88	3.69
More PE specialist teacher visits	4.12	4.25
Nationally Developed Curriculum	3.50	3.12

(Mean score calculated from responses to five point scale where 5=high priority, 3= average priority and 1=very low priority; n=18)

In addition to planning and teaching physical education, the specialist teachers indicated that they have had a range of other responsibilities including the development of school policies for physical education, organising and coaching teams for inter-school and inter-region sport, organising and implementing outdoor education and camping programs and purchasing physical education equipment. However, teaching physical education lessons for the classroom teachers has been reported as their dominant activity. Many of the specialist teachers reported that classroom teachers had little interest or involvement in physical education and that the classroom teachers were given non-contact time when they were teaching their classes.

In addition to the lack of input from classroom teachers, the physical education specialists identified a range of other problems regarding primary school physical education. For example, concerns were raised regarding the infrequency of physical education lessons, the inadequacy of facilities and resources, and the number of program interruptions due to other school activities. Many specialists indicated concerns regarding their workload and some suggested that the role of the physical education teacher in the primary school needed to be clarified.

The specialist teachers suggested a range of positive solutions for overcoming the problems and concerns they had identified and this included almost universal support for increasing the number of physical education specialists teaching in primary schools. However, the specialists were divided on what their role might be. Some specialists suggested that they should do less teaching and spend more time in planning and working cooperatively with classroom teachers while other specialists suggested that they should maintain their teaching role and perhaps implement two lessons per class per week. Irrespective of their view on this matter, there was much support for reviewing and clarifying the role of the specialist teachers.

Pupils' Opinions About Physical Education

The 1993 empirical study provided the opportunity for primary school children to record their opinions and beliefs about physical education. In addition to its face value, this data was also valuable as a basis for validating the responses returned by principals and their teaching staff which have been presented in earlier discussions. That is, where the responses from the pupils, principals and teachers were consistent on the same issue, the validity of the other respondents was enhanced. In this discussion, the opinions and beliefs of primary school pupils about physical education that are relevant to the purposes of this study are presented. As the opportunity for pupil involvement was also provided in 1983 (Tainton, Peckman and Hacker, 1984a), it was possible to compare and contrast the views of primary school in 1993 with those obtained in the previous study[5].

In the 1993 study, valid responses were received from 234 primary school pupils[6] from eleven schools, most of which were enrolled in the upper primary sector. Table 5.33 provides details of the 1993 pupil numbers and percentage by year. There was a similar number of responses from female and male pupils with 50.9% of the sample from the former and 49.1% from the latter.

The students' responses to the 1993 questionnaire indicated that overall their physical education activities had generally been fun and enjoyable, that lessons were interesting, and that they had learnt through these experiences. They also reported that their lessons

had not been too hard, or too tiring, and that physical education lessons were not, in their view, time consuming. There was no statistically significant difference in the views of male and female students on these questions and responses were also consistent across the year levels. A comparison of the 1993 data with that provided by Tainton, Peckman and Hacker (1984a) from their 1983 study suggests that pupil's opinions about physical education for most parts of the questionnaire have not significantly changed from 1983 to 1993. Overall pupil support was consistently slightly lower in 1993 than in 1983. However, this may be due to changing pupils expectations; that the pupils expectations were higher in 1993 than they had been in 1983. Table 5.34 provides a summary of the pupils' opinions about physical education in 1983 (Tainton Peckman & Hacker, 1984a) and 1993.

Table 5.33: Analysis of Pupil Sample by School Year in 1993.

Year : (n=234)	Frequency	%
3	3	1.3
4	7	3.0
5	28	12.0
6	72	30.8
7	124	53.0

In response to the question of who usually takes them for their physical education lessons, a majority the pupils (71.9%) indicated that these lessons were usually taken by the physical education teacher. Approximately one-quarter of the pupils (26.1%) indicated that their classroom teacher implemented some lessons and the physical education specialist implemented some lessons, with the remainder (4%) indicating that their physical education lessons were usually taken by their classroom teacher. This data, which was not reported following the 1983 study (Tainton, Peckman & Hacker, 1984a), is consistent with the views of the classroom teachers and the physical education specialists in 1993 in regard to whom usually implements the physical education classes.

Table 5.34: Pupils' Opinions of Physical Education in 1983 and in 1993.

Attitudes to Physical Education	Mean Scores* 1983	1993
Enjoyable	4.4	3.74
Interesting	4.2	3.44
Fun	4.5	3.86
Hard Work	3.2	2.76
Too Much Time	2.4	2.38
Easy	3.6	3.60
Feels Good	4.1	3.48
Learning a Lot	4.3	3.44
Relaxing	3.6	3.12
Important	3.9	3.20
Tiring	2.8	2.53

(* Means calculated from responses to a five point scale where 5=most positive response from the pupil to 1= most negative response from the pupil. 1983 n=not recorded, approximately 449; 1993 n=234)
(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 94.)

The pupil questionnaire included a question in which they were asked to indicate how often they participated in the various areas of physical education content. A summary of their responses to this question for 1993 and 1983 (Tainton, Peckman & Hacker, 1984a) is provided in Table 5.35. The 1993 data indicates that students are more likely to experience lessons which, from the pupils' perception, were concerned with physical fitness, sport or minor games. They were less likely to be involved in lessons which focused on dance, gymnastics or outdoor adventure activities. These responses are consistent with the reported physical education program emphases that were described earlier.

A comparison of the 1983 and 1993 pupil responses (Table 5.35) reveals that for most parts there have been few changes during this period in physical education program emphases. For example, an analysis of the 1983 pupil responses reveals that physical fitness, sport, and minor games were their most frequently experienced areas of content, and that they were less likely to have lessons concerned with dance or gymnastics. While pupil responses would be influenced by the seasonality of some

content areas, for example, swimming and athletics, an analysis of the pupil responses in 1983 and 1993 suggests that lessons have increasingly been polarised around two or three areas of content (fitness, sport and minor games). Significantly, the number of pupils indicating that they had never received lessons in dance and gymnastics had increased substantially (an increase of 30% in the case of gymnastics). This data from pupils concerning program emphasis is consistent with the views of teachers which were reported earlier.

Table 5.35: Pupils' Reports of Frequency of Lessons in Areas of Physical Education Content in 1983 and 1993.

Physical Education activities:	Percentage of Students Reporting: 1983 (n=449)			1993 (n=234)		
	Weekly	Occas.	Never	Weekly	Occas.	Never
Fundamental Movement skills	46	49	4	42.9	48.1	9.0
Gymnastics	39	41	21	9 .0	39.7	51.3
Minor Games	56	41	3	51.3	44.0	4.8
Dance/rhythmic activities	28	46	26	15.5	44.1	39.7
Athletics	45	54	1	28.3	69.1	2.6
Swimming	47	39	15	44.2	48.0	7.8
Organised Sport	60	35	6	55.9	35.8	6.3
Physical Fitness	67	30	3	63.2	27.4	9.4
Outdoor Adventure	10	34	57	5.5	50.4	44.0
Camping	included in the above			3.0	65.3	31.6

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 90.)

In response to a question in which they were asked to indicate their level of enjoyment in the various content areas of physical education, the 1993 pupils rated outdoor adventure activities, organised sports, minor games, and swimming as the most enjoyable. Dance and gymnastics were identified by these pupils as the least popular areas (refer Table 5.36). Similar findings to these were reported by Tainton, Peckman and Hacker (1984a) and an analysis of the data presented in Table 5.36 revealed a high correlation in the rank orders on this issue.

Table 5.36: Students' enjoyment of Physical Education as Reported in 1983 and 1993.

Physical Education activities:	1983 (n=449) Mean Rating* (Rank Order)	1993 (n=234) Mean Rating** (Rank Order)
Fundamental Movement skills	4.4 (6)	3.44 (5)
Gymnastics	4.1 (8)	3.15 (8)
Minor Games	4.5 (3)	3.74 (3)
Dance and rhythmic activities	3.3 (9)	3.04 (9)
Athletics	4.2 (7)	3.40 (6)
Swimming	4.5 (3)	3.66 (4)
Organised Sport	4.5 (3)	3.80 (2)
Physical Fitness activities	4.2 (7)	3.22 (7)
Outdoor Adventure activities	4.7 (1)	3.98 (1)

(* Means calculated from responses on a five point scale where 5= really liked and 1= really disliked and ** Means calculated from responses on four point scale where 4= really liked and 1= really disliked.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 95.)

The participating pupils were also asked in 1993 and 1983 (Tainton, Peckman & Hacker, 1984a) to indicate their perceptions of their abilities in physical education and this data is summarised in Table 5.37. In 1993 the pupils were of the view that they were most skilled at gymnastics, outdoor adventure activities, camping and organised sport and that they were least skilled in dance and athletics. This result was interesting in that both the pupils and the teachers have indicated that, in most primary schools, there is little attention given to gymnastics or outdoor activities in the physical education program. That is they had higher perceptions of their abilities in those areas that they are not taught.

The 1993 pupils' perceptions of their abilities in physical education activities are somewhat different to that reported by Tainton, Peckman and Hacker (1984a) from their 1983 enquiry. For example, the pupils in 1983 had identified a number of different areas, including fundamental movement skills, and sport, as areas in which they had the greatest competencies. Furthermore, the pupils in 1993 were more subdued in rating their abilities and the mean and median scores were lower for all areas of physical education with the exception of gymnastics. Thus, the children in the 1993

study had lower perceptions of their skill levels overall compared with the 1983 sample. However, this again may be due to the changing (increasing) expectations of primary school pupils.

Table 5.37: Students' Perceptions of Their Ability in Physical Education as Reported in 1983 and 1993.

Physical Education activities:	1983 (n=449) Rating* and (Rank Order)	1993 (n=234) Rating* and (Rank Order)
Fundamental Movement skills	3.9 (1)	2.98 (5)
Gymnastics	3.3 (8)	3.30 (1)
Minor Games	3.8 (4)	2.78 (8)
Dance and rhythmic activities	3.2 (9)	2.66 (10)
Athletics	3.5 (7)	2.71 (9)
Swimming	3.7 (6)	2.87 (6)
Organised Sport	3.9 (1)	3.04 (4)
Physical Fitness activities	3.8 (4)	2.79 (7)
Outdoor Adventure activities	3.9 (1)	3.30 (1)
Camping (combined with the above in 1983)	-	3.27 (3)

(* Means calculated from responses on a four point scale where 4= very good, 3= better than most children, 2= about average and 1= poor.)

(Source of the 1983 data: Tainton, Peckman & Hacker, 1984a, p. 98.)

In summary, the responses from the primary school pupils who participated in this study, and in the evaluation completed by Tainton, Peckman and Hacker in 1984, have provided further empirical data about physical education in Queensland primary schools and the development and implementation of policies from 1970 to 1993. In addition, this data was valuable in validating the responses returned by principals and teachers which have been presented in earlier discussions.

The pupil responses have confirmed the dominant role of the physical education specialist teachers in the implementation of physical education lessons and over 70% of them have indicated that their physical education lessons are taken exclusively by the specialist teacher. Less than 5% of the pupils indicated that their lessons were taken exclusively by their classroom teacher.

With regard to program content, the pupil responses suggests that there has been little change in program emphases over the period 1983-1993 but pupils were more likely to experience lessons which were concerned with physical fitness, sport and minor games. Their responses also indicated that they were less likely to be involved in lessons which focused on other areas of physical education content including dance, gymnastics and outdoor adventure activities. Significantly, the number of pupils indicating that they had never received lessons in dance and gymnastics had increased substantially between 1983 to 1993. Furthermore, the children in the 1993 study had lower perceptions of their skill levels overall compared with the children in the 1983 sample.

Summary of the Problems and Priorities for Assistance

The previous discussions have reported a significant amount of empirical data from the principals, teachers and pupils who participated in the 1993 empirical study of physical education in Queensland primary schools. While the number of principals, teachers and pupils surveyed was relatively small[7] the data has provided an opportunity to gain some insights into how physical education is organised, developed and implemented in Queensland primary schools, and it has identified a wide range of concerns and issues that are confronting teachers, and others, in this curriculum area.

In this discussion, a summary of the problems reported by the participants is provided and the following issues which were identified by principals and teachers as the most significant will be examined:

The role of the physical education specialist teachers;

The role of classroom teachers in physical education;

The purpose and content of physical education;

Program development for health and physical education and,

The 1972 *Health and Physical Education Curriculum Guide*.

However, many of these issue are interrelated in that changes in one of them invariably affects another. For example, school-based decisions about the purpose and content of physical education in schools will be influenced by whether the students are taught by classroom teachers or by specialist teachers, and the role, and number, of the specialist

physical education teachers will influence what classroom teachers might accomplish in this subject. The key factor according to the participants is the development of a new curriculum policy document which in theory would provide new guidelines for all of the above. This will be considered further in the conclusion to this section of the study.

The Role of the Physical Education Specialist Teachers

The responses from the 1993 participants is consistent with the view that the vast majority of Queensland primary schools were serviced by a physical education specialist teacher and that these teachers played a dominant role in those schools with regard to the development and implementation of physical education. The participants in the 1993 study have all agreed that these teachers had a range of responsibilities, in addition to the specialists' planning and teaching roles, including the development of school policies for physical education and sport, organising and coaching teams for inter-school and inter-region sport, organising and implementing outdoor education and camping programs, and purchasing physical education equipment. However, it has been documented that teaching physical education lessons is their dominant activity, accounting for at least 85% of their professional time. Typically, this time was used to provide one physical education lesson per week for each class at each of the schools they visited.

The physical education specialists have indicated their concerns regarding their workload and many of them have suggested that the role of the physical education teacher in the primary school needed to be re-examined. Many of the specialists have reported that they were required to service too many schools and teach too many classes. The data also suggests that there has been a high turn-over in physical education teachers teaching in Queensland primary schools, which in part may be due to the workload concerns, and that the specialists were usually male, younger and less experienced compared with the classroom teachers.

Not surprisingly, there was almost universal support from the specialists for increasing the number of physical education specialists teaching in primary schools. However, the specialist teachers were divided on what their role in primary schools might be. Some

were of the view that the specialist should adopt an advisory role as prescribed in the Department of Education's policy document for physical education (Department of Education, Queensland,1972a). That is, they would advise and assist classroom teachers to develop and implement their own programs. A small number of specialists argued for maintaining their teaching role with some suggesting that they should teach two lessons per class per week.

The principals' responses in 1993 strongly indicated a preference for changing the role of specialist teachers from that of primarily a teaching role to one of an advisor (ie, as indicated in the policy documents). The responses from classroom teachers were more cautious, but overall there was greater support for changing the current role of specialist teachers to one consistent with the Departments' policy document. However, a significant number of the classroom teachers indicated that they did not want to be involved in this curriculum area at all.

Irrespective of their view on the role of specialist teachers, the principals and the classroom and specialist physical education teachers have all indicated the need for reviewing and clarifying the role of the specialist teachers and, on the basis of their responses to the open-ended questions, this was their highest priority. In addition to clarifying the role of the specialist teachers in physical education, the involvement of the specialist teachers in health education was also frequently raised by principals and classroom teachers.

The 1983 evaluation of physical education in Queensland primary schools revealed similar findings with regard to reviewing the role of specialist teachers to those summarised above. However, the more recent evidence provided by the 1993 study suggests that this review has not occurred and that the role of the physical education specialist teachers in Queensland state primary schools has remained unchanged since the early 1970s.

The Role of Classroom Teachers in Physical Education

According to the *Health and Physical Education Curriculum Guide* (Department of

Education, Queensland, 1972a) classroom teachers should be responsible for the development and implementation of their class' physical education program. However, an examination of the 1993 data from all four sources (principals, classroom teachers, specialist teachers and pupils) has revealed that the classroom teachers had little or no involvement in this curriculum area. Furthermore, a comparison of the 1993 data with that obtained by Tainton, Peckman and Hacker (1984a) in 1983, reveals that the classroom teachers' involvement in physical education has significantly declined over this decade. While some classroom teachers implemented an additional games or fitness session for their class, this was an exception, and very few of them implemented an additional physical education lesson to that taught by the physical education specialist.

A number of classroom teachers and some principals indicated that the lack of involvement of classroom teachers in physical education was due to their lack of skills and expertise in teaching this curriculum area. However, a more frequently expressed reason, for the low involvement of classroom teachers in physical education, related to the demands created by the congested nature of the primary school curriculum. In this context, classroom teachers "gladly give away" any teaching demands that they could in an attempt to "maintain quality in the other subject areas". In addition, it was clear from the data that many schools had decided that classroom teachers should have 'non-contact' time when their class was being taught by a specialist teacher. As a consequence, classroom teachers were often not aware of what was occurring in their class' physical education lessons and they had no information or understandings on which to implement a follow-up lesson. In 1996, non-contact time for classroom teachers during specialist lessons became Departmental policy (this will be pursued further in Chapters 6 and 7).

The views of classroom teachers in 1993 have been reported as being very similar to those provided by Tainton, Peckman and Hacker in 1984 and the classroom teachers' desire for an increase in the availability of physical education specialist teachers has been a reoccurring theme. However, a comparison of the two sets of statistics and of the classroom teachers' responses to the open-ended questions, suggest that classroom teachers have increasingly wanted to move physical education outside of their areas of

responsibility. This has been condoned by many principals and accepted by the physical education specialist teachers.

The Purpose and Content of Physical Education

Many of the survey responses to the open-ended questions, particularly from principals and physical education specialist teachers, have identified concerns about the current purpose and content of physical education. Generally, there was very strong support for the aims and purpose of physical education in primary schools to be reviewed; for example in the context of changing perceptions of what physical education might be (examined in Chapter 3). In addition, a number of specialists indicated that there was a need to re-examine the relationship between sport and physical education and between health education and physical education (these issues were also identified in Chapter 3). Concerns were also raised regarding the aims of physical education and whether these aims were achievable in the light of the infrequency of physical education lessons, the adequacy of facilities and resources, and the number of program interruptions due to other school activities.

With regard to content, responses from both classroom and specialist teachers indicated that there was a substantial gap between their current and desired program emphases. Furthermore, it was evident that several areas of physical education content were not implemented in many schools. Many of the specialists' comments indicated that sport tended to dominate many programs and that there was a need to "get back to the basics". Again, these findings are not dissimilar to those reported by Tainton, Peckman and Hacker (1984a) from their 1983 study and it would appear that concerns about the purpose and content of physical education has been an on-going issue.

Program Development for Physical Education

In response to an open-ended question in which the specialist teachers were asked to articulate what support they required in order to complete their professional duties, the most frequently identified request related to assistance with program development. All of the participants have supported the view that program development for physical education in Queensland primary schools has been a responsibility of the physical

education specialist and that there has been little or no involvement by other staff members. However, the specialists have reported that their preservice preparation was less than adequate with regard to program development and that there are few written resources available to assist them.

Many specialists have indicated the desirability of receiving sample programs which indicate what objectives and skills should be covered in what year and to what level. In addition a number of specialists have suggested that the Queensland Department of Education should provide lesson plans or source books similar to the *Daily Physical Education Programme* (Department of Education, South Australia, 1982) materials. However, there has been a significant reduction in the publication and distribution of physical education materials for primary schools by the Queensland Department of Education from the 1980s compared with the previous two decades.

The 1993 survey responses identified a range of other problems relating to program development. For example, the principals' reported that less than 40% of schools had school physical education programs when the specialist responses indicated that this was much higher (over 70%). One explanation for this variation is that specialists are not communicating their program development activities to the classroom teachers at their schools. However, from the comments provided by the specialist it would appear that specialists generally only develop programs for the lessons that they implement and that other activities, which may be considered part of physical education, are not completed as part of an overall program. This includes health education which reportedly is developed and implemented by class teachers in isolation from physical education. These findings are also similar to those reported by Tainton, Peckman and Hacker (1984a) and it could be argued that program development in physical education has not been advanced over the last 10 years.

The 1972 *Health and Physical Education Curriculum Guide*.

The report that followed the 1983 study, conducted by Tainton, Peckman and Hacker (1984a), included amongst its recommendations a need for the Queensland Department of Education to revise its curricular documents for primary school physical education.

However, in 1993 the 1972 *Health and Physical Education Curriculum Guide* was still current (and it remains so in 1998).

Many of the 1993 participants indicated that the Department needed to redevelop the existing 1972 policy statement and there were many suggestions concerning what a new document should contain. For example, many participants indicated that the aims and objectives of primary school physical education required attention and there was also much support for more information about program development. In addition, many of the teachers and principals who participated in the 1993 study have also suggested that any new curriculum document for primary school physical education should provide the Department's policy on the role of classroom teachers in physical education and to clarify the role of the physical education specialist teacher. However, it can be noted that these issues were addressed in the 1972 document but that the policies prescribed in this document were largely either rejected or ignored.

Conclusions from the Empirical Research

At this point a 'reconnaissance' (Kemmis, 1986) of physical education in Queensland primary schools has been completed and this has documented many of the issues that were facing Queensland principals and teachers in their attempts to develop and implement physical education at the primary school level. In addition, the responses of primary school children to their current physical education experiences have also been sought and reported.

The research thus far suggests that physical education in Queensland's primary schools has not been as successful as it might have been and that concerns exist at a number of levels. For example, there are concerns that most primary school children receive only one physical education lesson per week, that health education and physical education are taught in isolation, that classroom teachers have little or no involvement in physical education, that there is uncertainty about the role of specialist teachers, and that the policy document for physical education, which was first published in 1972, does not reflect contemporary understandings about the subject area and that it does not provide adequate information regarding program development. In addition, the pupils responses

about their physical education was less than positive.

In the event that this research was now complete, the following five recommendations, based on this empirical research, would be made to those responsible for planning and developing physical education in Queensland primary schools:

1. That there be further consideration as to the purpose and content of physical education in Queensland primary schools in the light of recent curriculum developments in Australia (for example, the nationally developed Profiles and Statements for Health and Physical Education, Australian Education Council, 1994a; 1994b) and elsewhere;

2. That there be further consideration of the role of classroom teachers in physical education and that the Department of Education funds a range of appropriate support mechanisms to assist classroom teachers to achieve this role;

3. That careful consideration be given to the role and number of the physical education specialist teachers operating in Queensland primary schools;

4. That support be given to primary school principals and teachers to assist them to develop school-based programs for physical education which identify the skills and experiences that may be achieved by students in each year level (P-7); and,

5. That the Department of Education, as a matter of priority, develop and distribute a new policy document for physical education, or Health and Physical Education, which reflects all of the above.

However, this research is not complete and this chapter represents only the empirical stage in a multiparadigmatic research process.

It can be noted that these recommendations are not dissimilar to the following

recommendations made by Tainton, Peckman and Hacker (1984a) following their 1983 evaluation of physical education in Queensland primary school :

> 1. That existing curricular documents developed by the Department of Education be revised to accommodate, and to further encourage, recent initiatives in the planning and teaching of physical education in primary schools;
>
> 2. That careful consideration be given to the nature of additional support, and the means by which it may be given to schools for:
> - planning and implementing physical education programmes on a whole school basis; and
> - developing professional competence of classroom teachers for such physical education areas as gymnastics, dance, adaptive physical education, and outdoor adventure activities.
>
> 3. That careful consideration be given to how existing facilities and resources in schools can be improved to aid the teaching of gymnastics, dance, physical fitness activities, swimming, outdoor adventure activities, and adaptive physical education.
>
> 4. That support be given to physical education teachers to enable them to function effectively, given changing expectations of their present role.
>
> 5. That consideration be given to the collection of additional information with respect to:
> - the desired goals of physical education programs;
> - the pre-service and in-service needs of teachers;
> - the monitoring of specific, innovative school physical education programs; and,
> - measuring outcomes of existing school programs (p. 63).

What status the 1983 recommendations were given by those Department of Education staff who have responsibility for Health and Physical Education requires further investigation and this will be reported in the chapter that follows. However, on the surface, it would appear that these recommendations have not been acted on; for example, the 1972 policy document for primary school physical education which was recommended for revision in 1984 was still in current in 1993 and remains so in 1998.

Furthermore, it has also been noted in the discussion of 'Summary of Problems and

Priorities for Assistance' that the policies provided in the 1972 document have been rejected or ignored. This will also be investigated in Chapter 6 which reports on the development of physical education policy for Queensland primary schools from a interpretivist perspective. This perspective will shift the focus from empirical evidence from schools and teachers to the interpersonal and internecine politics of those Departmental units which have been concerned with policy development for physical education.

Notes for Chapter 5:

1. Staff of the former Research Services Branch of the Queensland Department of Education completed a separate study of Health Education in Queensland State Primary Schools in 1983. This was conducted by the same personnel from the Research Services Branch and it was published at the same time as the evaluation of Physical Education (Tainton, Peckman & Hacker, 1984b). The relationship between the evaluations of health education and physical education will be investigated and discussed further in Chapter 6.

2 . A number of techniques for comparing rank orders exist (Weiss, 1994; Hastad & Lacy, 1994; Lumsden, 1971). The Spearman Rank Order Correlation is suggested as the most appropriate for the correlational research in which the number of variables is relatively small as in this case. The following formula was used (Lumsden, 1971, p. 128):

$$SROC = 1 - \frac{6\Sigma D^2}{n^2(n-1)}$$

where D is the difference between paired ranks and n is the number of pairs.

3. In response to an open-ended question about what non-Departmental resources they frequently used for planning and/or teaching physical education, 33% of the participating classroom teachers provide no response. Of the 66% who provided a response to this questions, 39% listed DPE, 26% listed Aussie Sport material and 13% listed 'Life Be In It' resource books.

4. Multiple regression is a statistical technique used in correlational research for establishing the relative influence of three or more variables (Cohen & Manion, 1989). In this instance, the teachers' proficiency in teaching the identified areas of physical education content was examined with reference to four variables: sex; teaching experience; adequacy of preservice education; and, additional experience. The latter, experience gained following their appointment as teachers, was found to be the most significant.

5. Tainton, Peckman and Hacker (1984) have not provided a breakdown of the pupil sample in terms of year or sex and this data was not available when requested. Their 1984 report indicated that responses were received from 449 pupils in Years 5, 6 and 7 but there is no indication of their sex or the % of students at each of the three year levels.

6. Pupil data was returned by principals from eleven of the thirty-five schools that returned completed questionnaires. This included 5 schools in the Brisbane metropolitan area. Tainton, Peckman and Hacker (1984) have not provided a breakdown of the pupil sample in terms school location and this data was also not available when requested. Appendix B lists the schools from which valid responses were returned and it identifies those schools from which pupil responses were received. Refer Chapter 4 for further details of the pupil sample.

7. As indicated in Chapter 4, in order to claim that valid comparisons could be made with the 1983 study, the 1993 study adopted the 'evaluation methodology' described by Tainton, Peckman and Hacker (1984, p 12-14). Consequently, the sample size was limited to 78 or 10% of all Class 1-4 primary schools (schools with enrolments exceeding 35 children). In 1993, completed questionnaires were were received from 32 principals, 117 classroom teachers, 18 specialist physical education teachers and 234 pupils from 37 schools.

Chapter 6

Physical Education Policy Development for Queensland Primary Schools 1970-93: An Interpretivist Perspective

Introduction

This chapter reports on the application of an interpretivist method of analysis of the practices of those persons who were developing, implementing and contesting curriculum for physical education in Queensland primary schools from 1970-1993. The interpretative method aims to provide a discursive 'uncritical' account of the development of policy and practice as told by the participants in the physical education policy development process for Queensland primary schools (refer Chapter 4 for a more comprehensive rationale for the methodology used). In those practices, key terms and concepts were used in a number of ways. The first of these was to delineate between ideas and practices. The second was to obfuscate the intentions and purposes of groups within the Education Department. However, these practices also interfered with the normal processes of curriculum renewal.

The review of the literature in Chapter 3 and the empirical data reported in Chapter 5 have identified the above mentioned common terms and concepts. The ways in which these terms and concepts were constructed, employed and contested, have been explored through the interpretation of interviews in order to find out and validate those things which cannot be empirically established. Thus, the interpretive method employed here was focussed initially upon the following specific terms:

Education;
Curriculum;
Curriculum Guide;
Syllabus;
Physical Education Specialist;
Health Education;
Physical Education; and,
Sport.

A number of other, less obvious, terms and ideas were important rallying points for

opposing forces within the Curriculum Branch and the Department of Education generally. Terms such as 'full implementation', 'draft syllabus', 'daily physical education', 'daily fitness', 'Aussie Sport', 'P-10', 'curriculum framework', 'main ideas', 'integrating ideas', etc, also signalled the importance of the wider context of schooling as controlled at one level by senior bureaucrats and by classroom teachers at another level.

As foreshadowed in Chapter 4, this chapter focuses our attention on investigating the process through which departmental systems, schools, teachers, and others have negotiated and determined the purpose of physical education in Queensland primary schools and how it might be implemented. The initial evidence was obtained through the literature review and the subsequent examination of policy development in Queensland from the early 1970s to 1993. The second stage of interpretation required an understanding of published and 'unofficially' circulated Department of Education correspondence from this period. The third and more specific process of interpretation was achieved by interviewing those individuals[1] who were involved in developing and or trialling the materials. These interpretations were also informed by an understanding of practices in other states and at the national level.

In addition to the above, this chapter will further examine and report on the findings from the previous chapter (Chapter 5: An Empirical Perspective) regarding the responses of teachers, and others, to the policy documents. For example, it will investigate why the 1972 policy document for primary school health and physical education was still current in 1993 (and until it was replaced in 1999) and what status the recommendations from the 1983 evaluation were given by those Department of Education staff who have responsibility for Health and Physical Education.

The findings from this section of this study will be reported and analysed on the basis of the sub-headings that follow. This list reflects the key developments that have influenced policy development for primary school physical education in Queensland from 1970 to 1993:

The *Health and Physical Education Curriculum Guide*

The *Health and Physical Education Curriculum Guide*

The *Health and Physical Education Curriculum Guide* was first published by the Department of Education in 1972 and it has remained the official policy document for physical education in Queensland primary schools for over 25 years. This section of the discussion will report on the development of the policy document and what the developers of this document thought that it might achieve. However, to appreciate the significance of the 1972 curriculum guide, it is appropriate that we examine its historical antecedents.

As reported in Chapter 3, the 1950s and 1960s had been a period in which there had been considerable expansion of physical education's profile in Queensland schools and this is evidenced in the following four developments that occurred between 1950 and 1969: the publication of Queensland's first syllabus for physical education in 1952, (which was followed by the development of a large number of activity specific guidebooks which were designed to complement the 1952 syllabus document); the steady increase in the number of the physical education specialist teachers who were working full-time in primary schools; the expanded role of the physical education branch within the Queensland Department of Education; and, the acceptance of physical education as a secondary school subject with the consequential employment of physical

education teachers in this sector.

Many of the staff who had instigated or who had been responsible for the implementation of these key developments had continued their association with the Queensland Department of Education throughout the 1970s and 1980s. For example, Mr Tom Thompson had successfully applied for the position of the teacher-in-charge of physical education in Queensland in 1948 and remained in this role up to his retirement in 1978. The *Health and Physical Education Curriculum Guide* was arguably this group's first major policy initiative of the 1970s .

Prior to the publication and distribution of the *Health and Physical Education Curriculum Guide*, Queensland's policy document for Health and Physical Education was the 1952 syllabus *Physical Education for Primary Schools* (Department of Public Instruction, Queensland). In addition to its historical significance (as Queensland's first syllabus for physical education), the 1952 physical education syllabus was noteworthy for at least three reasons. Firstly, it attempted to locate physical education in Queensland primary schools firmly within an "educational context". The introduction to the 1952 syllabus describes how:

> Physical Education is now regarded as one phase of education, a phase which is closely woven into the whole process. This being so, the aims and methods of physical education must be coincidental with those of education generally (p. 1).

Secondly, it represented an attempt to change what had been occurring in physical education in Queensland primary schools. For example, it renounced the old 'drill' approach to physical education "with its exaggerated emphasis on formal, static movement and the regimented discipline which became an end in itself" (p. 1); and, thirdly it prescribed "five daily periods" of physical education per week (p. 3). However, according to a number of current and former policy developers, interviewed as part of this study, the 1952 syllabus failed to achieve these overall aims.

Consideration of a replacement syllabus for physical education in Queensland primary schools was initiated as early as 1962 when staff concerned with physical education

policy development began to examine what changes might be necessary in order to accommodate new areas of content into the physical education curriculum. In addition, there had been a rapid increase in the number of specialist teachers working in primary schools and the 1952 document contained directions concerning the role of the specialist physical education teachers.

However, at this time, and for most of the decade that followed, greater priority was given to the development of policies and documents for secondary school Health and Physical Education, which was expanding rapidly. For the primary school sector, support was limited to the revision of a number of source books for folk dance, athletics, gymnastics and swimming. Consequently it was not until 1969 that the development of a new primary school physical education syllabus began in earnest. In that year a committee was formed within the Physical Education Branch to review the primary school physical education syllabus and a specialist teacher was seconded to coordinate the formulation of a new document.

The members of this initial Physical Education Branch committee, included, Tom Thompson, the designated head of physical education from 1948 to 1978, George Hay, a physical education specialist teacher who had been seconded to the head office in 1962 to establish a camping program for Queensland schools (Hay remained in the head office until his retirement in 1988), and Bevan Roberts, a specialist physical education teacher who was first seconded to the physical education branch in 1967 to work on a number of projects that were proceeding at that time (including the redevelopment of the primary school swimming handbook, Department of Education, Queensland, 1969). Roberts was appointed as the project facilitator/coordinator (Roberts returned to teaching in 1978 and retired in 1983. In the five years prior to his retirement, Roberts completed some further policy development in Mathematics followed by his appointment to a Brisbane State Primary School as Deputy Principal).

During 1969, Roberts was required to reexamine the 1952 syllabus in light of the concerns about its effectiveness in achieving the changes that were identified earlier and to report on syllabus development for physical education in Australia's other states. In

addition, his brief required that he examine, and make recommendations concerning, the inclusion of health into the primary physical education syllabus. The union of health and physical education had been successfully introduced in the development of the secondary school policies which had been recently completed. Tom Thompson has been credited with introducing the concept of 'health and physical education' following his return from an overseas professional visit in 1966 as a recipient of a Churchill Fellowship. In addition, Thompson had completed a Masters degree in Health Education in 1969.

During 1970, development of the new physical education syllabus continued and a number of draft outlines which had been based on the 1952 syllabus were prepared for consideration. Input had also been sought from a number of persons outside the physical education branch including a large number of specialist physical education teachers based in Brisbane and several teacher educators who had responsibilities in physical education at, what was then, the Kelvin Grove Teachers College.

However, during 1970, the Queensland Department of Education underwent an administrative restructure which was to have a significant impact on the development of the new physical education syllabus. Following the Department of Education's restructure, the development of a new syllabus document for each of the primary school subject areas was identified as a high priority and, to facilitate this development, a central committee, chaired by the Director of Primary Education, was formed. According to a number of former policy developers who were interviewed for this study, "this was when the curriculum word was first used" in the Queensland Department of Education and the coordinating committee was referred to as the Primary Curriculum Committee (PCC). A former Director of Primary Education in Queensland indicated, during an interview in 1996, that "the intent was for the PCC to function like the Board of Secondary School Studies but at the primary (school) level". Accordingly, each primary school subject area had a syllabus development committee which was responsible to the PCC.

Following their acceptance of a recommendation from staff of the Physical Education

Branch, the PCC approved the formation of the 'Primary Syllabus Committee on Health and Physical Education' (PSCHPE) in 1970. This was the first formal use of 'Health and Physical Education' as the label for this curriculum area in Queensland primary schools, a label which has been retained since that time. The 1970 PSCHPE included the three physical education branch members who had began to rewrite the 1952 syllabus in 1969. Tom Thompson was appointed as the inaugural chair of the PSCHPE and Bevan Roberts was given the role of Committee Secretary. As required by the Director of Primary Education, formal invitations to participate in this committee were extended to other divisions of the Department of Education, including, the Preschool division and the newly formed Curriculum Development Branch, the Primary School Principals Association (PSPA), a number of primary school teachers and academics who were based in Brisbane, and a representative from the Queensland Teachers' Union (QTU).

Development on the new *Health and Physical Education Curriculum Guide* continued in 1970 and it was completed in June 1971 (Roberts, 1979). This relatively quick outcome was achieved largely as result of the writing and investigation that had occurred prior to the formation of the PSCHPE (PE Branch 1, 1995). The draft document was circulated to a limited number of Brisbane schools for trialling in the second half of 1971 and the document was published for 'full implementation' in 1972 (Department of Education, Queensland, 1972a). Full implementation was the term used in Queensland by the curriculum writers and other bureaucrats to indicate a document or policy had been approved by the Director-General, or his (there have been no female Director-Generals of Education in Queensland) nominee, for distribution to all schools in the state. However, this does not necessarily mean that it was adopted or used by all schools.

While the developers have acknowledged that the 1972 document was based on the 1952 syllabus, the *Health and Physical Education Curriculum Guide* contained a number of advances on the document it replaced. Of particular note was the inclusion of health as an area of content, new details regarding the development of school based programs, and comprehensive statements concerning the roles and responsibilities of

classroom and specialist teachers for health and physical education. Furthermore, the writers have indicated that in developing the 1972 document; they attempted to overcome the shortcomings that had been identified in their re-assessment of the 1952 syllabus. For example, the 1972 document provided a stronger statement concerning the relationship between Health and Physical Education and primary education. Dudley (1982) has concluded that the 1972 document identified Health and Physical Education as concerned with "education through the body" rather than "education for the body" (p. 12). Furthermore, the 1972 document also provided a more detailed discussion of the desirability of a daily period of physical education and clearly articulated the roles and responsibilities of specialist and generalist teachers in physical education.

In addition to the above, the use of the phrase 'curriculum guide' in the document's title, in place of 'syllabus', identified a significant variation from the 1952 document. The change to curriculum guide, which was required by the PCC for all of the policy documents that were being developed at this time, was more than a simple name change. According to a former Director of Primary Education, it indicated that the Queensland Department of Education was intent on embracing the emerging theories concerning school-based curriculum development and the associated change in the role of teachers from curriculum implementers to 'professional' educators who would participate in the curriculum development process at the school level.

The persons who were most central to the development of the 1972 *Health and Physical Education Curriculum Guide* have indicated that they believed, at the time of its distribution, that this document would have a significant impact on physical education in Queensland primary schools. That it would:

> ...change forever what was occurring in primary school physical education with regard to the content and development of physical education programs, the involvement of classroom teachers, the teaching and evaluation methods that were used, and the perceptions of teachers, and others, regarding the potential contribution of this subject area to primary schooling (PE Branch 1, 1995).

According to a number of the persons who were central to the preparation of the 1972

document, there were increasing concerns within the Physical Education Branch, at the time of the policy development, regarding the role of the specialist teachers. It was reported that rather than assist classroom teachers in the development and implementation of their classes' physical education, through the development of in-service programs, the specialists were increasingly adopting a teaching role. "As the number of specialists increased (during the late nineteen-sixties) there was less teaching by the classroom teachers" (PE Branch 4, 1995). The principal writer for the 1972 document indicated that the policy attempted to identify that "the key person in the implementation of (a) phys-ed program was the classroom teacher. The emphasis had to go back, really and truly on the classroom teacher" (PE Branch 1, 1995).

It was reported by a number of former members of the Physical Education Branch that the publication of the 1972 curriculum guide was seen as the starting point in addressing the issues that were identified and that the implementation of inservice programs was of equal importance to the development of new policy. These programs, which were conducted by the Physical Education Branch staff, were designed to indicate the intent of the new document and the changes in the development and implementation of physical education it hoped to achieve. Initially, these inservice programs targeted principals and the physical education specialists with the expectation that these staff members would provide the appropriate message to the classroom teachers.

Following the release of the *Health and Physical Education Curriculum Guide* in 1972, staff seconded to the Department's Physical Education Branch concentrated their efforts on the preparation of teaching resources for primary school teachers. By 1980, thirteen publications were available and the titles of these publications reflected the areas of content that had been prescribed in the 1972 curriculum document. For example, at this time the Physical Education Branch's publication list included *Physical Education for Primary Schools - Swimming* (Department of Education, Queensland, 1973) and *Physical Education for Primary Schools - Athletics* (Department of Education, Queensland, 1974). George Hay (the nominal teacher-in-charge of Physical Education in the nineteen-seventies following Tom Thompson's retirement and for most of the

nineteen-eighties) indicated in a paper in 1977 at ACHPER's National Biennial Conference that he believed the 1972 document had been well-received by school communities but that there were concerns about the participation levels of classroom teachers (Hay, 1977). The publications that followed between 1973 and 1980 were intended to change this situation. These publications were not 'policy documents' as such but they provide evidence of the attempts by the Department to have the earlier policy document, and the directives it contained, acted upon. Specifically, these publications were aimed at providing classroom teachers with teaching resources in an attempt to garnish their support and involvement. However, the evidence presented in the previous chapter indicates that this was never achieved and that while it could be argued that there were some positive responses to the 1972 document, when it was first released, it has increasingly been rejected or ignored. This was also the view of many former and current members of the Queensland Education Department.

It has also been reported in the previous chapter (and in Chapter 1), that the 1972 *Health and Physical Education Curriculum Guide* was still the current curriculum document in 1993. This was confirmed by all of the current staff concerned with physical education and health in the Department of Education. However, following the completion of the interpretive component of this research, it was evident that there has been a number of significant attempts by staff of the Queensland Education Department to redevelop the primary school physical education curriculum in 1985, 1987 and 1990. In addition, Queensland had participated in the proposed National Curriculum Project from 1989 to 1992 which also had the potential for producing a replacement physical education policy document for Queensland primary schools. Each of these attempts at policy renewal was unsuccessful with regard to the formalisation of a new curriculum document and an examination of these attempts at curriculum redevelopment will follow shortly.

However, prior to a discussion of attempts at primary school physical education curriculum development in Queensland, it is appropriate to examine an innovation that had begun in South Australia in the 1970s; the *Daily Physical Education Programme*. This program became commonplace in Queensland's primary schools during the early

1980s and it could be argued that at this time it was regarded as the unofficial curriculum in Queensland (Kirk, Colquhuon & Gore, 1988).

The South Australian *Daily Physical Education Programme*

During the mid-1970s, staff of the South Australian Education Department's Physical Education Branch had been examining reports from France with regard to the physical and non-physical benefits of physical education programs in their primary schools (Coonan, Worsely, Dwyer, Leitch, Daw, Hetzel, & Raymond, 1982). These reports had suggested that there was evidence of improved academic performance in children who were involved in a program of daily (two and a half hours per day) physical activity. In 1977 (Term 3) the South Australian Department embarked on its own research project ('The Hindmarsh Experiment', see Department of Education, South Australia, 1978) in which they attempted to test the outcomes of one of the French studies by arranging for an extended physical education program to be implemented for two classes (grade 5 and 6) at one suburban Adelaide school (Hindmarsh Primary School). The results from this project suggested that the children who participated in the extended physical education program had made greater improvements in their academic performance (revealed through tests of reading and arithmetic) compared to the children in classes with normal physical education programs and gains were also claimed with regard to pupil behaviour, self-concept, reduced absenteeism and improved health and fitness (Coonan, et al 1982).

Encouraged by these results, the South Australian Physical Education Branch, with support from the CSIRO, implemented a second research project in 1978 which involved children in all seven grades at seven suburban Adelaide primary schools (known as the SHAPE Project; an acronym for 'Schools' Health, Academic Performance and Exercise Project'). This second study, however, did not sustain the gains in academic performance that had been indicated in the previous Hindmarsh Project, though significantly, according to the researchers, there was no loss in academic performance despite the extended periods out of the classroom (Department of Education, South Australia, 1982). Furthermore, the previously claimed gains with regard to pupil behaviour, self-concept, reduced absenteeism and improved fitness and

health were also reported as positive outcomes from the expanded study.

The Hindmarsh and SHAPE projects (and the evidence they provided) resulted in much support for the concept of daily physical education and it also recognised the potential value of classroom teachers having a greater involvement in this subject area. In response to these projects, the South Australian Physical Education Branch embarked on the development of a daily physical education curriculum package for use, principally, in South Australian primary schools. Subsequently, the *Daily Physical Education Programme* (DPE) materials were written in 1979 and 1980, trialled in 1981, and made available from 1982. During the development of these materials the Australian Council for Health, Physical Education and Recreation (ACHPER), Australia's peak body for physical education, indicated their support of the program and suggested that it should be made available to schools across Australia. ACHPER became the marketing agent for the DPE materials and the package was available only from their Adelaide national office ($265 for the seven volume set in 1982, $405 in 1992).

The DPE materials were written primarily for classroom teachers (no previous knowledge or experience of physical education was assumed) and packaged as a school set of seven volumes; one for each primary school year. In each volume, teachers were provided with detailed lesson plans, with supporting diagrams, for daily fitness classes (15 minute sessions) and daily skill lessons (30 minute session for lower primary and 45 minutes for middle and upper primary). The package contained suggestions relating to teaching and evaluating physical education, and instructions regarding the development of school and individual class programs. Skill sessions were provided on the basis of the following four content areas; Dance, Movement Exploration (titled 'Gymnastics' from level four up), Games Skills, and Swimming. DPE workbooks for each level in which students could record their participation and progress were introduced and again marketed by ACHPER in 1984 (Dodd, 1984).

While there is no doubting the success of the DPE as a marketing exercise (in terms of the number of schools in Australia that had these materials) there have been questions

raised about the research supporting the development of the DPE program (Kirk, 1989) and concerns about the use of these curriculum materials in schools (Tinning, 1987; Tinning & Hawkins, 1986; Kirk, Colquhuon & Gore, 1988; Tinning, Kirk, & Evans, 1993). Despite this critical scrutiny, as Tinning and Kirk have conceded (1991, p. 2.), the DPE was "arguably the most significant innovation in primary school physical education" in the 1980s. In 1993, ACHPER began the development of the next generation of physical education curriculum materials for primary schools (*Physical Education Primary: PEP*). Stage I of this materials were made available in 1997.

Teachers in Queensland primary schools had been quick to acquire the DPE materials which had been developed in South Australia and embraced nationally (PE Branch 4, 1996: see also evidence presented in Chapter 5). However, in the early 1980s the staff of the Queensland Physical Education Branch had been involved in the development of their own daily physical education program which was known as the *Daily 15/30 Physical Education* (PE Branch 4, 1996; PE Branch 2, 1995; Hay, 1982). This curriculum development represented the first of three attempts by staff of the Department of Education in Queensland to redevelop the 1972 *Health and Physical Education Curriculum Guide*.

Queensland's *Daily 15/30 Physical Education*

As indicated earlier, the Queensland Department of Education had promoted the concept of daily periods of physical education in their primary schools in the 1952 syllabus and this message was also central to the discussion of program organisation provided in the 1972 curriculum guide. Hay had reported in 1982 that the Queensland Department of Education had begun to examine the reported physical and other benefits of daily physical education in the late seventies and they had implemented their own research into daily physical education (Hay, 1982). This culminated in the involvement of four Brisbane primary schools in a national trial of the DPE materials in 1981 which was coordinated by staff from the Queensland Physical Education Branch. In addition, academics from the Human Movement Studies Department of the University of Queensland were involved in pre and post fitness testing of the children at the schools

which were involved. While Physical Education Branch staff were reportedly very positive about the responses from students, teachers, academics, parents and politicians to the DPE program, Hay indicated in 1982 that there were real concerns about the program's suitability for Queensland's climate, particularly, in the (tropical) northern regions of the state.

Of more significance, Hay, and perhaps others in executive positions in the Queensland Department of Education, appeared to have difficulty in accepting, or using, the South Australian materials which were to become a national and international product (for example, they were purchased by schools and school systems in New Zealand, Papua New Guinea, Canada and Hong Kong). Consequently, the decision was made in 1982 for staff of the Queensland Education Department to develop its own daily physical education materials. According to Hay (1982),

> it was decided to give the Queensland programme a distinguishing name (*Daily 15/30 Physical Education*) so that it might be readily identified ....as the Hindmarsh scheme were (sic) not strictly speaking the programme being adopted (in Queensland) (p. 5).

In an address to teachers in Central Queensland, in 1985, Hay had indicated that there had been a need for Queensland to develop its own program rather than using the South Australian materials "because the DPE materials were not designed for Queenslanders" (Hay, 1985).

In 1982 four physical education teachers were seconded to develop Queensland's *Daily 15/30 Physical Education* (15/30 DPE) which was based on 15 minutes of fitness per day and 30 minutes of skill development per day. Using materials that had previously been developed by staff in the Physical Education Branch, and materials 'borrowed' from a number of other sources (for example, materials from other states, from regional physical education advisors and from text books), trial programs were developed and introduced over the next three years. However, the limited number of staff meant that the introduction and trialling of these materials were confined to the Brisbane metropolitan area. Elsewhere in Queensland, schools had begun to acquire the South Australian DPE materials which had been launched nationally in Brisbane at the 14th

National Biennial ACHPER Conference, which was held in conjunction with the Commonwealth Games in 1982.

Overall, the early 1980s were prosperous times for health and physical education in Queensland and in Australia generally. There was much support in the broader community for schools to have strong physical education programs and the media frequently reported the academic and health benefits of new comprehensive programs that were being introduced in other Australian States. In addition, physical education had been identified as the solution to Australia's declining reputation as a sporting nation (*The Bulletin*, cover story, March 4, 1980, pp. 44-51). In the Queensland Department of Education, this widespread support enabled senior physical education staff to successfully obtain increasingly greater funds for the appointment of specialist teachers, curriculum development, better equipment and new facilities. For example, the evaluation of physical education in Queensland primary schools, which was conducted by staff from the Research Services Branch in 1983 (Tainton, Peckman, & Hacker, 1984a), at the request of George Hay, had been of great assistance in obtaining the funds required by the Physical Education Branch to develop the 15/30 DPE, according to several former members of the Physical Education Branch interviewed in 1996. Thus, the expansion of physical education's profile which was reported to have occurred in the 1950s and 1960s was continuing.

Essentially, the Queensland daily physical education materials were very similar to the South Australian DPE materials except that they were packaged on the basis of content areas; for example, 'Fitness', rather than a specific primary school year (as was the case with the DPE materials[2]). Most significantly, like the South Australian materials, they were written for classroom teachers and there was no assumption of prior knowledge of physical education[3] . By 1985 the '15/30 task force' had developed some of the material to a level that was approved by Hay for state-wide distribution and arrangements were made for the launch of Queensland's *Daily 15/30 Physical Education* (15/30 DPE). With much fanfare, which attracted substantial television and print media coverage, the Queensland Department of Education released a brochure

titled *Daily 15/30 Physical Education: Guidelines for Primary Schools*. This brochure described the origins of the 15/30 DPE program, and its potential for transforming physical education in Queensland primary schools, and it indicated that source books containing lesson plans for teachers were currently being prepared for distribution. For reasons described below the materials described in the brochure never eventuated.

According to a number of the former policy developers who were interviewed, while the 15/30 DPE concept had been supported by the PCC in the early nineteen-eighties, and endorsed by the Director-General of Education, by 1985 their support had waned when it became apparent that the 45 minutes per day (225 minutes per week) did not include health and that time for sport was required on top of this:

> (Classroom) teachers were supposed to spend 3 hours 45 minutes per week on PE and then 30 minutes per week on health and, in years 4,5 6 and 7, another two hours for sport on Fridays. That's (6 hours and 15 minutes or 375 minutes) a phenomenal ask (former staff member of the 15/30 DPE task force).

> I guess not being trained as a classroom teacher, and not having to think about fitting everything in, we were pretty naive. They (classroom teachers) have an incredible lot of pressure on them in terms of other subject areas, and us coming in and pressuring them was pretty difficult on them ...(former member of the 15/30 DPE task force, 1996).

> We kept on trying to tell, I think it took us the whole three years, to tell George (Hay) that it just was a little bit too much. But George wasn't happy with modifying the program because that did not suit what his theoretical position was but in practical terms it just wasn't possible (PE Branch 3 - former member of the 15/30 DPE task force).

At this time, the PCC's policy regarding the time allocation for Health and Physical Education, which was also the time suggested in the 1972 curriculum guide, was between 120-180 minutes per week.

By the end of 1985 the 15/30 DPE task force had been disbanded and the advisory teachers returned to their teaching positions. While the 15/30 DPE "was never formally abandoned by the senior staff of the Physical Education Branch" (PE Branch 1), the

opportunity for establishing it as the norm had been lost. Increasingly, teachers had accepted the value of daily fitness but they had never accepted the need for daily skill lessons or for them to be involved in the implementation of the skill lessons (former 15/30 DPE task force member). The empirical research (reported in Chapter 5) indicated that by the 1980s classroom teachers had, for the most part, also curtailed their involvement in implementing fitness sessions. A former 15/30 DPE task force member indicated that they knew that classroom teachers would stop their daily fitness sessions if the ongoing support they were providing was withdrawn; "we kept the teachers on task, we kept them interested" (PE Branch 3, 1996).

While the 15/30 DPE program represented an attempt to redevelop the 1972 curriculum guide, a former senior member of the Physical Education Branch has suggested that it was really an attempt to implement the 1972 curriculum guide (PE Branch 2, 1996). He argued that the 15/30 DPE materials were essentially source books which had evolved from the 1972 curriculum guide. It could be argued that the aims and the content of the 15/30 DPE program reflected the aims and content provided in the 1972 document, and that the role of the classroom teachers and specialist physical education teachers which was being promoted was also consistent with the 1972 document, but there are several inconsistencies; for example, the absence of a health section, the difference in time allocation, and differences in the suggested organisation of the program. In addition, the authors of the 15/30 DPE, who were interviewed as part of this research, have indicated that there was never any reference to the 1972 document.

Significantly, a number of senior executive staff within the Department of Education also believed that the 15/30 was an attempt to redevelop the 1972 curriculum document. As reported by the former head of the Physical Education Branch (PE Branch 2, 1996):

> This (15/30 DPE) was a source of friction within the Department because Phil Cullen (then the Director of Primary Education) accused me of introducing this through the back door and changing the syllabus without going through the primary syllabus committee.
>
> And the Head of the Curriculum Branch at the time, Jim Tunstall, backed him (Phil Cullen) on that and said that phys-eds was trying to change the syllabus through the back door without going through the committee.

It is in this context of shifting alliances and power broking that some former members of the Physical Education Branch have suggested that this was the beginning of the end for the Physical Education Branch.

At the same time as a number of Physical Education Branch staff were promoting physical education through the 15/30 DPE, other staff members were developing primary school curriculum documents in the health area. Amongst the changes that the 1972 curriculum guide had brokered was the addition of "health" to the label for this curriculum area and the inclusion of health as a substantive area of content. Thus, it could be argued that both groups of Physical Education Branch staff were attempting to achieve the changes that had been foreshadowed in the 1972 curriculum guide. The discussion that follows reports on the development of the primary school 'Health Curriculum Guide' which was finally distributed for general use in 1982 (Department of Education, Queensland).

The *Health Education Curriculum Guide Years 1-7*

The linkage of health with physical education had been critical to the successful acceptance of health and physical education in secondary schools in the 1960s, as it had enabled staff of the Physical Education Branch to argue that they had a strong theoretical basis to their subject (PE Branch 4, 1996). In addition to developing students' skills and knowledge in a range of physical activities, students completed units of study in anatomy, physiology, biomechanics, history of physical education, and socio-cultural influences on health practices and physical activity (Department of Education, 1983). As reported earlier, it has been suggested by a number of current and former staff members of the Queensland Department of Education, that this initiative had been promoted by Tom Thompson following his visit to the United States and, subsequent to that, his completion of a Masters in Health Education. In addition, this was a time when concerns were first being expressed about the increasing incidence of cardiovascular disease and cancer-related illnesses in Australia and, perhaps coincidentally, the emergence of preventative health in medicine (Hetzel, 1979).

Thompson had also suggested that health education should be included in primary

school physical education (PE Branch 1, 1995; PE Branch 2, 1995) and this was achieved, at least in policy, in the development of the 1972 curriculum guide. At the time of the release of the 1972 curriculum guide, several health books and booklets, some of which had been developed in partnership with the Queensland Department of Health (for example, Department of Public Instruction and the Department of Health, 1964), were available to teachers and it was intended that teachers would use these materials to develop their health education programs. However, these resources had not been well used by teachers (Curriculum Branch 1, 1995; Curriculum Branch 2, 1996) and the inclusion of health in the *Health and Physical Education Curriculum Guide* had little or no impact on this (Allan, 1979). Consequently a decision was made in 1975 to develop a syllabus document specifically for health in Queensland primary schools and this became the responsibility of the Primary Health Education Project Committee (PHEPC) (Allan, 1979 and Department of Education, Queensland, 1984b), a sub-commitee of the PSCHPE. However, the principal writer was attached to the Curriculum branch and not from the Physical Education Branch as had been the case with the 1972 *Health and Physical Education Curriculum Guide*. In addition to developing a curriculum guide for primary schools (Years 1-7), the PHEPC was required to develop a conceptual framework for health education from Years 1-12, "to develop a seamless curriculum and this had never been done before" (Curriculum Branch 3, 1996). Furthermore, the PHEPC was also given the task of developing a curriculum guide which would promote school-based decision making in health education.

The *Health Curriculum Guide Years 1-7* was essentially developed during the period 1977 to 1981 (Hay, 1982) and at one point, in 1979, there were 23 project teachers involved in its development (Allan, 1979). In the same year, a further 341 teachers were involved in trialling the materials and providing feedback to the project team:

> The process of simultaneous trialling and re-writing material proved to be an unquestionable success. Teachers felt they could contribute to the development of the (Health) Curriculum Guide and were intent on trialling material to ascertain its practical worth. On the other hand, the Health Education Sub-Committee (PHEPC) and curriculum writers found that feedback from schools caused them to question and reassess

continually material in the Guide (Department of Education, Queensland, 1980, p. 5)

According to Allan (1979) "the distinctive feature of the Health Project was the extensive participation by classroom teachers in developing the syllabus"(p. 23).

The *Health Education Curriculum Guide Years 1-7* is based on the assumption (Department of Education, Queensland, 1982) that to achieve health we need to bring about a change in our health behaviours and this has been summarised by Walmsley (1996, p. 6) as follows:

The *Health Education Curriculum Guide Years 1-7* identifies the following five "long-range goals" for Health Education for Years 1-12 (Department of Education, Queensland, 1983):

1. develop knowledge that when applied promotes health;
2. recognise the relationship between behaviour and health;
3. identify desirable health behaviours;
4. identify and resolve personal health problems; and,
5. develop an awareness of community health services (p. 3).

It then suggests that the above aims may be achieved by developing and implementing learning experiences in the following nine areas of content, which are referred to as nine "Main Ideas" (Department of Education, Queensland, 1983):

1. patterns of growth and development;
2. recreation and relaxation needs;
3. nutrition;
4. health standards;
5. environmental hazards;
6. lifestyle;
7. consumer education;
8. self concept and `health'; and,
9. drugs.

For each of these nine areas of content, teachers were provided with suggested learning experiences for lower, middle and upper primary school. However, rather than indicate what should be completed at every school, the curriculum guide provides directions as to how teachers can use the material to develop their own school-based programs. Further suggestions regarding teaching strategies and evaluation were also provided in the appendices.

The *Health Education Curriculum Guide Years 1-7* was a significant milestone in curriculum development for a number of reasons including the initial development of a conceptual structure which crossed the primary-secondary school divide, the promotion of school-based decision making, the simultaneous writing and trialling of materials, and the widespread involvement of classroom teachers in its development. According to the principal writer (Curriculum Branch 1, 1995), it was also significant in "determining what our profession was and defining the nature of the discipline we are working in. By separating them out, it gave a stronger identity to both physical education and health education". Interestingly, while health education and physical education had been united in the 1972 curriculum guide, the *Health Education Curriculum Guide Years 1-7* was promoting health education as a separate subject area to physical education and there is no mention of physical education, or Health and Physical Education.

At the invitation of the PSCHPE, staff of the Research Services Branch of the

Queensland Department of Education conducted an evaluation of Health Education Programs in Queensland primary schools in 1983 (Tainton, Peckman & Hacker, 1984b). This was the same team which had completed the evaluation of physical education in Queensland primary schools (Tainton, Peckman & Hacker, 1984a). In the implementation of their evaluation of health education, the Research Services staff were asked to investigate the adequacy of the new *Health Education Curriculum Guide Years 1-7*:

> While the suitability of the Curriculum Guide had been assessed during its developmental and pilot stages, the Standing Committee (the PSCHPE) felt that more information about the Guide needed to be gathered after many schools had had the opportunity to construct and implement their own health programs, based on the contents of the Curriculum Guide (Tainton, Peckman and Hacker, 1984b, p.2).

and to report on the teaching of health education in Queensland schools.

Their report was generally very positive about the *Health Education Curriculum Guide Years 1-7*, concluding that, "it appears to be an adequate provision of information for assisting the planning of health education programs at the school and classroom level" (Tainton, Peckman & Hacker, 1984b, p. 47). However, their evaluation found that formal planning and teaching in health education was an infrequent practice, that teachers used a narrow range of teaching strategies, that the assessment of outcomes or students' progress rarely occurred, and that many of the resources that were available to teachers were seldom used. Their final report contained a number of recommendations for the PSCHPE to consider, including the provision of "more teaching aids to schools to assist teachers to implement effective health education programs" (p. 48).

This recommendation was accepted by the PSCHPE (PE Branch 8, 1996) and after extensive trialling of materials in 1987 and, particularly, in 1988 (see for example, Department of Education, Queensland, 1988), 27 Health Education Sourcebooks were made available in 1989. The introduction to each sourcebook includes the following statements:

> This sourcebook was produced in response to the evaluation of the teaching of Health Education in Queensland State Primary Schools

> conducted by the Research Services Branch which was completed in 1984. The evaluation identified the need to provide additional resources to assist teachers in the planning and implementation of effective health education programs.
>
> The units in this sourcebook represent one way of implementing the Health Education Curriculum Guide, Years 1-7. Teachers are free to develop their own units of work ... as the activities in this text are suggestions only.
>
> It is recommended that the teachers develop a school-based health education program before using the sourcebook activities with their classes to ensure a balanced health education program relevant to the needs of the students and the school (Department of Education, Queensland, 1988, p. 2).

Thus, in developing the source books, the writers were intent on maintaining the philosophical basis of the 1982 *Health Education Curriculum Guide Years 1-7*, including the promotion of school-based decision making. However, according to a number of current and former policy developers, neither the health curriculum guide or the health education sourcebooks had a long term impact on the development and implementation of health education in Queensland primary schools and the problems identified by Tainton, Peckman and Hacker, (1984b) still existed in 1993. This failure was a concerning precedent given the substantial resources that were available to the developers of the health curriculum and the reported interest of classroom teachers in receiving the sourcebooks (Tainton, Peckman & Hacker, 1984b).

Following a further review of administrative structures within the Queensland Department of Education in 1986, curriculum policy development became the sole responsibility of the Curriculum Services Branch (a number of former and current policy developers). As a result of this change, fewer personnel were now available for curriculum development and trialling. Furthermore, following this restructure, the PSCHPE was now Chaired by a Regional Director of Education and not the Head of the Physical Education Branch.

Tensions between staff of the Physical Education Branch and the Curriculum Branch

had been developing increasingly over the previous eighteen months on a range of issues (a number of former members of the physical education branch). As previously reported, the PCC had been concerned that the Physical Education Branch was circumventing the procedures that had been put in place and this had also been a concern for staff within the Curriculum Branch. A former Head of the Physical Education Branch admitted during a 1996 interview that :

> It was quite funny in those days, we must have got away with murder being an independent group because we never had to go through the curriculum branch with our documents. It was only later that they started ruling the roost over us (PE Branch 2, 1996)

According to a former Head of the Physical Education Branch, the Curriculum Branch

> ...wanted some type of control over us. They didn't want any loose cannons and mavericks running around saying different things and working in different ways to the mainstream (PE Branch 2, 1996).

This was achieved in 1986 when it was determined by the Director of Primary Education that:

> ...the Physical Education Branch would focus on practice and what was happening in schools and that the Curriculum Branch would be concerned with constructing the curriculum conceptually or theoretically and ensuring that the curriculum for health and physical education was consistent with the Department's other curriculum documents (PE Branch 1 - former senior member of the Physical Education Branch, 1996).

Physical Education Syllabus and Guidelines Years 1-7

In July 1987, the Curriculum Services Branch of the Queensland Department of Education released a set of trial materials for primary school physical education. These materials, *Physical Education Syllabus and Guidelines Years 1-7* which had been developed as part of the 'Primary Physical Education Syllabus Support Project' (PPESSP), represent a second attempt by the Department of Education to redevelop the 1972 *Health and Physical Education Curriculum Guide*. The discussion that follows reports on this significant but unsuccessful attempt.

The substantive writing of the 1987 primary school physical education trial syllabus occurred during 1986 and 1987. It could be argued, however, that this project had

commenced much earlier when the *Secondary Health and Physical Education* (SHAPE) curriculum guidelines were being developed in 1983 (Department of Education, Queensland, 1984a). According to several former members of the SHAPE Committee (interviewed in 1995 and 1996), in developing the 1984 document, the SHAPE Committee had followed the pattern established in developing the 1983 *Health Curriculum Guide Years 1-7*, by initially preparing a conceptual overview for health and physical education for Years 1-12. From these understandings the SHAPE committee constructed the guidelines for Health and Physical Education for Years 8, 9 and 10. In the development of the primary physical education syllabus, the PPESSP committee revisited the Year 1-12 conceptual overview for health and physical education, which had been developed by members of the SHAPE committee and used this as its starting point.

Significantly, while SHAPE introduced health and physical education as a single area, the guidelines dealt with these areas separately and independently. That is, the guidelines are provided for Health in one section and for Physical Education in another. While SHAPE had been a joint development of the Physical Education and Curriculum Branches, the Curriculum Branch staff had convinced the majority of the Committee that this was the most appropriate way to proceed (several former members of the SHAPE Committee). This same pattern had been predetermined for future primary school curriculum development (Curriculum Branch 1, 1995) and the PPESSP was informed that the *Health Curriculum Guide Years 1-7* would continue as the curriculum document for health and that their brief was to focus on physical education (several former members of the PPESSP Committee).

The PPESSP trial materials which were distributed in 1987 included a proposed 76 page syllabus document for primary school physical education and a selection of source books for use in Queensland schools. Reminiscent of the 1972 curriculum guide, the trial syllabus began with a discussion of the purpose of education in general and an indication of how physical education might contribute to these goals. This introduction was then followed by a list of 'beliefs' about physical education and a description of the needs and characteristics of primary school children. The trial syllabus then identified

the following "Statement of Aims" for physical education in Queensland primary schools:

> Physical Education in primary schools should be planned to assist students to:
>
> - develop competency in fundamental motor patterns
> - refine and apply these skilled movements to a wide variety of physical activities appropriate to their stage of development and ability
> - develop an understanding of movement concepts through participation in appropriate activities
> - develop the ability to move with perception and confidence in a variety of environments
> - develop and maintain a level of fitness that both improves health status and enhances the level of participation in physical activities
> - create movement patterns
> - respond to a range of rhythms
> - experience the different forms of physical activity that are of cultural significance in Australian society
> - experience enjoyment and satisfaction through interaction with others
> - value physical activity as a positive contribution to their way of life (Department of Education, Queensland, 1987a, p. 18).

Content for physical education is then examined conceptually in some detail in terms of the "skills, concepts and affective learnings we expect children to develop and use" (1987a, p. 19) and this discussion leads to the identification and description of the following six new "Organising Centres" (1987a, p. 40) :

1. Moving with control on land and in the air;
2. Moving with control in the water;
3. Manipulating objects;
4. Rhythmic and expressive activities;
5. Adventure activities; and,
6. Health-related fitness.

These 'organising centres' represent the proposed reconstruction of the content areas of primary school physical education and each of these areas is described and discussed in some detail. Following this, teachers and others are provided with a series of 'Scope and Sequence' charts for each of the organising centres which indicate what should be achieved at each year level (Years 1-7) in each area of content. Each of the scope and sequence charts is accompanied by a detailed explanation and discussion

Both the 'Statement of Aims' and the 'organising centres' represent major departures from the 1972 curriculum document; departures that were not well regarded by many of the Physical Education Branch staff (a number of former Physical Education Branch staff members interviewed in 1995 and 1996). However, the majority of the PPESSP Committee was attracted to the conceptual model that the Curriculum Branch staff had been promoting and "they had the numbers" (Curriculum Branch 3, 1995). While the 1987 materials did not include statements concerning the role of classroom and specialist teachers, the principal writer of the 1987 materials indicated that "all curriculum documents are based on the premise, and this is a policy decision, that the general (classroom) teacher in the primary school is responsible for physical education" (Curriculum Branch 1, 1995).

The PPESSP source books were based on the suggested six 'organising centres' and the intent was for each classroom teacher to have a single volume containing lesson plans for each of these six areas. This organisational structure is very similar to the *Daily 15/30 Physical Education* materials. The sample source books were presented individually in draft form for Levels 1 to 3 (equivalent to primary school Years 1 to 3) for four of the six 'organising centres'. Each booklet contained an overview of the new syllabus program, a scope and sequence chart for that organising centre, ten sequential lessons for that area and notes regarding safety, teaching and pupil evaluation. Each lesson plan contained an indication of behavioural objectives, the lesson's outcomes with regards to motor skills, cognitive concepts and affective learnings, the apparatus or equipment required for the lesson and the lesson content written as teaching instructions.

Despite the substantial time and resources which had been allocated to the PPESSP project and the advanced nature of the trial materials, the project was never distributed in a final format and the policies it contained were never formalised (Curriculum Branch 1, 1995; Curriculum Branch 2, 1996). In addition, to the PPESSP trial materials which have been discussed here, the Queensland Department of Education released its "Framework" document in 1987 (full title was *P-10 Curriculum Framework*). This initiative was influential in the decision not to proceed with the 'Primary Physical

Education Syllabus Support Project' (Curriculum Branch 1, 1995; Teacher Educator 1, 1996). The latter was concerned with describing a program for Years 1-7 at a time when executive staff of the Queensland Department of Education had determined that it would pursue all curriculum development on the basis of P-10. Consequently, the PPESSP materials no longer reflected the Department's policy regarding curriculum development (Curriculum Branch, 2, 1996). In addition, the response from classroom and specialist teachers to the PPESSP trial materials had, according to some current and former staff of the Curriculum Branch, been less than enthusiastic and and that the materials required significant further development. According to one of the the key developers (Curriculum Branch 1, 1995) "the (specialist and classroom) teachers hated it".

The *P-10 Curriculum Framework* was expected to provided the basis for the development of the next generation of policy documents and, over the three years that followed, specific curriculum area 'framework' documents appeared for the seven areas of the school curriculum which had been recognised by the Department of Education in Queensland at that time. The *P-10 Health and Physical Education Framework* document was released in 1990 and this document represents the Department's third and final attempt between 1970 and 1993 to redevelop the primary school physical education curriculum. The development and intended purposes of this document are examined in the discussion that follows.

P-10 Health and Physical Education Framework

The earlier *P-10 Curriculum Framework* document (Department of Education, Queensland, 1987b) had its origins in a Departmental review of curriculum development and schooling in Queensland in 1986. As part of this review, it was determined that there was a need to provide greater continuity between primary and secondary schooling and that this would be achieved, in part, by a P-10 curriculum. The introduction to this document indicates that (Department of Education, Queensland, 1987b, p. 1) :

> It is expected that the Framework will be used as a basis for all future curriculum development activities at both system and school levels. At the

> system level, the Framework will assist in the design and development of the Department's curriculum guidelines, support materials and services. At the school level, it will promote comprehensive program planning involving school administrators, teachers and parents.

The Framework document then provides a discussion of the 'new' function of policy in the Queensland Education Department, an overview of the characteristics and needs of children and adolescents, and the aims of the P-10 Curriculum. It also identifies the following seven 'common' curriculum areas of a P-10 program:

- Arts Education
- Health and Physical Education
- Language Education
- Mathematics Education
- Religious Education
- Science Education
- Social Education

and for each of these areas, there is a brief statement indicating how each will contribute to the P-10 program. The following was provided for Health and Physical Education :

> Health and Physical Education has a distinctive role to play in individual growth and development. It focuses on the increasing need to equip young people with the knowledge, skills and attitudes to make rational informed decisions about their own health and the health of the community at large, and to appreciate the importance of developing lifelong patterns of physical activity. It provides opportunities for young people to learn about health, to practice desirable health behaviours, to demonstrate health care skills, and to develop responsibility for personal and social health. It also provides opportunities for them to experience different forms of physical activity, recognise the value of physical fitness in maintaining health and well-being, and develop the necessary physical and social skills for lifelong participation in physical activity (Department of Education, Queensland, 1987b, p. 1).

The likelihood of moving to a P-10 concept was welcomed by those concerned with syllabus and curriculum development in Health and Physical Education (a number of current and former policy developers interviewed in 1995 and 1996). They had already identified the need to examine curriculum from Years 1-12 and overviews had previously been developed for health and for physical education. The only negative

aspect was that the 1987 trial *Syllabus for Physical Education Years 1-7* and the *Health Education Curriculum Guide Years 1-7* had been made redundant in their current form.

The *P-10 Health and Physical Education Framework* (P-10 HPE) document's main purpose was to define the scope and nature of education in this curriculum area and to provide teachers and others with a mechanism (a 'framework') which would facilitate future decision making about Health and Physical Education (Department of Education, Queensland, 1990a). Compared with the 1972 curriculum guide, as Tinning, Kirk and Evans (1993) have noted, the 1990 document provides evidence of a substantial change in how physical education might be conceptualised and what its purpose might be in schools. For example, with regard to purpose, Health and Physical Education's contribution was not stated simply in terms of developing physical prowess:

> The health and physical education curriculum has six major purposes. These purposes outline the contribution of health and physical education to a sound general education.
>
> Health and physical education:
> - enables each child to enhance his or her physical development;
> - develops movement skills which enable children to perform physical; activities in a range of environments, effectively, efficiently and safely;
> - can make a positive contribution to each child's cognitive development;
> - can enhance personal development by providing opportunities for each child to experience enjoyment and a sense of competence and accomplishment;
> - assists in the development of those social skills such as communication, cooperation, sharing and interdependence, that are considered important in our society; and,
> - assists each child to choose lifestyle behaviours that enhance well being, leading to improved quality of life (Department of Education, Queensland, 1990a, p. 2-5)

In a later discussion of the aims of health and physical education, the latter purpose was given preeminence :

> Aims
> The lifestyle management focus of health and physical education should assist children to develop:

- the knowledge, understanding, skills behaviours, values and attitudes essential to maximise individual, family, and community health;
- the knowledge, understanding, skills behaviours, values and attitudes necessary for successful participation in physical activities;
- an awareness of the general societal values and attitudes towards health-care practices and participation in physical activity;
- feelings of self-worth through the provision of opportunities to experience success;
- the ability to identify and resolve personal lifestyle choices related to health behaviours and participation in physical activity (Department of Education, Queensland, 1990a, p. 22).

In addition to redefining the purpose of Health and Physical Education, the document discusses a number of principles that need to be considered in developing and implementing programs including how this curriculum area could respond to the "educational" priorities that were identified in the earlier *P-10 Curriculum Framework*. This is followed by an overview of the growth and development characteristics of children and adolescents and their implications for developing programs in Health and Physical Education. The largest component of the P-10 HPE document is dedicated to identifying eleven "integrating ideas", which form the basis for organising the content of health and physical education programs, and conceptually mapping their inter-relationships. According to the document "these integrating ideas provide a focus for developing and selecting teaching materials and learning experiences" (1990a, p. 28). Thus the "main ideas" in the 1983 *Health Curriculum Guide Years 1-7* have evolved to "integrating ideas" in the P-10 HPE document.

It should be noted that the P-10 HPE document was not a curriculum or syllabus document and that it was intended to be used by staff of the Queensland Education Department as a basis for the development of health and physical education syllabuses and guidelines and other materials including source books. Draft versions of the P-10 syllabus for health and physical education were distributed in 1991. However, the preparation of these documents had been started prior to the publication of the generic *P-10 Curriculum Framework* and the P-10 HPE document.

In 1986 inter-divisional P-10 syllabus review committees had been established for a number of curriculum areas, including Health and Physical Education (Department of

Education, 1986a). The introduction to the final report of the Inter-divisional 1-10 Syllabus Committee for Health and Physical Education indicated that:

> Health Education and Physical Education are two separate subjects taught within the Primary School (Years 1-7) curriculum, and form two parts of the subject Health and Physical Education in the Junior Secondary School (Years 8-10).
>
> The committee decided to examine separately the subjects Health Education and Physical Education when reviewing proposed and existing syllabuses and when making recommendations on the preparation of 1-10 syllabuses (Department of Education, Queensland, 1986a, p. 2).

Not surprisingly their final recommendations (Department of Education, Queensland, 1986a) included the statement that "the curriculum area Health and Physical Education be defined to identify two subject syllabuses (Health Education and Physical Education)" and that "the Health Education Curriculum Guide Years 1-7, the Draft Physical Education Curriculum Guide Years 1-7 (sic), and the Guidelines for Secondary Schools, Years 8-10 be used for the immediate development of Years 1-10 Syllabuses in Health Education and Physical Education" (p. 14).

Following the formal release of the P-10 HPE in 1990, the above recommendations were formally accepted by the Health and Physical Education Project Team (HPEPT) and two syllabus reference groups, one for Physical Education and one for Health Education were formed (a number of former and current members of the Curriculum Development Services and/or P-10 HPE Reference Committee). The initial time-line for the development of these syllabuses was mid-1991.

The development of two syllabus documents in isolation provides evidence that their separation had now become official policy. Not all staff of the Department of Education had been as excited by the union of health and physical education in 1972 and their splitting had been on the agenda for a number of curriculum developers for at least a decade (former and current curriculum developers interviewed in 1995 and 1996. Refer the earlier discussion of *Health Curriculum Guide Years 1-7*). The curriculum writer who has been identified (by a large number of current and former curriculum writers

interviewed for this project) as being most central to the promotion of 'health' within the Queensland Department of Education in more recent times, regarded health's inclusion in the 1972 document as "tokenism. It was really a misnomer. It's listed as an area of content but it does not say much about it" (Curriculum Branch 1, 1995) However, while Thompson would have been aware of the additional marketing opportunities provided by the broader label, from the secondary school experience, he too had had a genuine commitment to promoting health (former and current policy writers interviewed in 1995 and 1996). Furthermore, "health" was included to the same level of detail as all of the other areas of content described in the 1972 document. Thus it could be argued that the problems were not with the document as such but in its selective use by teachers and others.

Draft syllabuses for Physical Education and Health Education were completed in 1991. Both documents indicated their allegiance to the P-10 HPE and *P-10 Curriculum Framework* documents and suggested how they would contribute to the broader goals of these parent documents. According to a number of members of the Health Syllabus reference group (interviewed in 1996), the *Draft Health Education Syllabus Years 1-10* was based on *Health Curriculum Guide Years 1-7* which had been developed in 1983: "the health education side was easy because it was just an extension of the primary health education project" (Curriculum Branch 2, 1994). The Health Education reference group also proposed the development of further source books for the Years 8, 9 and 10 which would follow on from those that existed for Years 1-7 (see for example, Department of Education, Queensland, 1988).

Similarly, members of the Physical Education Syllabus reference group (interviewed in 1996) reported that the *Draft Physical Education Syllabus Years 1-10* was developed as an extension of the 1987 trial *Physical Education Syllabus* materials and that it was decided that the development of the trial source books would be recommenced. Previously draft source books had been completed for Levels 1 to 3 for four of the six 'organising centres'. The decision to proceed meant that draft source books required development for the remaining two organising centres for Levels 1 to 3 and for all six

of the organising centres for Years 4 to 8. This was reported to have continued up to 1993 (Curriculum Branch 1, 1995). However, these proposed extensions failed to proceed to full implementation and, not unlike the 1985 and the 1987 attempts discussed earlier, the P-10 HPE project remains incomplete.

There was widespread agreement from both former and current curriculum developers that the Department's third attempt to redevelop the primary school Health and Physical Education curriculum was stalled as a result of the Government's, and the Department's, support for Australia's 'National Curriculum Project'. This also occurred during the change of Government which saw the Labor Party unseat the Nationals for the first time in nearly three decades. The National Curriculum Project project emerged in 1989 at a time when much of the work leading to the *P-10 Health and Physical Education Framework* had been completed. However, the preeminence given to the National Curriculum Project (at least between 1990 and mid-1993) created new agendas for those working in curriculum at the state level and again the attempted redevelopment of the 1972 *Health and Physical Curriculum Guide* was stalled. An overview of the National Curriculum project follows.

National Curriculum Project

In 1989, during a meeting of the Australian Education Council (AEC - a meeting of the federal, state and territory Ministers for Education), it was agreed that there was a need for the development of a national system of education. This agreement became known as the 'Hobart Declaration' and the 'National Collaborative Curriculum Project' commenced. Amongst the reasons publicly proffered for a significant reform at this time included the development of greater consistency and transferability of education across Australia and the development of minimal national standards. However, some critics of the concept (see Bolotin, 1993 for example) have suggested that this was a thinly disguised attempt by the Federal Government to gain control of schooling which traditionally and constitutionally in Australia is a state concern.

By 1990, the Ministers and their Director-Generals of Education had agreed on ten national goals for schooling and on the development of a national framework based on

the following eight 'key learning areas':

The Arts	English
Health	LOTE
Mathematics	Technology
Science	Studies of Society and Environment

It was also announced that these areas would be developed across four bands of schooling (Bands A, B, C and D) which in some respects were to replace the current three stage concept of primary school years, compulsory secondary school years, and post-compulsory secondary school years[4]. It was reported that the 'Health' area, would include physical education, sport, personal development and human relations education (Australian Education Council, 1991).

Strategies for the development of the curriculum 'statements' for each of the key learning areas were developed during 1991 and design teams were appointed in the various areas by 1992. A consultative process, based on a corporate managerial model, was put into place for the development of each area.

In November 1992, a draft statement for the 'Health' area was released for general distribution (Australian Education Council Curriculum Assessment Committee, 1992). This document contained a rationale for the inclusion of Health in schooling, a list of outcomes that could be achieved through the Health area, and a proposed conceptual framework. The following outcomes were identified in this initial statement :

> The Health curriculum provides students with learning experiences which enable them to:
>
> - develop knowledge, skill, values and processes to care for themselves and others and to take an active role in managing life circumstances;
>
> - develop an understanding of how people grow, develop and function effectively and an awareness of how biological, physical, cultural, political, interpersonal, economic and spiritual environments impact on well being;
>
> - have fun and enjoy themselves through participation in physical activity,

> acquire knowledge about physical activity and develop confidence and competence in the acquisition of movement skills that will enhance participation in a wide variety of activities;
>
> - extend their awareness of the implications of inequities in health status, access to care and resources and develop an understanding of the process necessary for individual and community action to redress disadvantage and inequity;
>
> - develop a sense of their own and others worth, dignity and rights as individuals and as members of various groups;
>
> - acquire and extend the knowledge, skill and strategies necessary for effective communication, interpretation of information, appropriate action and evaluation of experiences; and
>
> - extend their understanding and appreciation of the social, cultural and physical impacts of the use of natural resources on the well being of current and future generations (Australian Education Council Curriculum Assessment Committee, 1992, p. 8).

The AEC's *National Statement on Health* document was widely circulated and written responses actively sought. In addition, a number of meetings were scheduled in each capital city, and the various Departments (or Ministries) of Education coordinated a state response.

The Queensland response was generally very supportive of the national Health statement but it questioned a number of specific points. For example, it reported that there was much concern within Queensland regarding the naming of the area Health and a number of alternative suggestions were made, including, "Health and Physical Education", "Health and Physical Activity" and "Health and Human Movement". Further concerns were also raised regarding the perceived reduced emphasis on physical activity in the document and the constant misuse of the term 'health' in its discussion (Curriculum Branch 4, 1995). In all, fourteen substantive recommendations were included in the Queensland submission (Department of Education, Queensland, 1993b).

In addition to obtaining feedback from school systems and other interested parties the

construction of a national curriculum was informed by a number of wider developments in Australia during 1990 to 1993. These were identified by the AEC and no doubt drawn to the attention of the various writing teams that were assigned to reconstruct the various areas of curriculum. Australian Education Council (1991), Finn (1991) and Carmichael (1992) reports, for example, each had major implications for those contemplating the redevelopment, restructuring and management of schooling. Similarly, the competency debate that was initiated by NBEET in 1991 (Wilson, 1992) had and will continue to have far reaching affects on the education system.

With regard to the 'Health and Physical Education' learning area, there has been a number of developments which have paralleled the national curriculum project including a Senate inquiry into 'Physical and Sport Education'. While the group which was selected to prepare the draft 'Health' statement chose not to examine the current status of physical education in Australian schools, this was one of the major objectives of the Senate inquiry. The Senate inquiry's report contained a number of recommendations for the 'Health' writing team, including :

> Recommendation 1: That the National Statement on Health be renamed the National Education Statement on Health and Physical Education and that any subsequent documents reflect this more appropriate title.
>
> Recommendation 2: That the National Education Statement on Health and Physical Education be reconsidered to ensure full recognition for physical education as a national priority by identifying it as a separate strand.
>
> Recommendation 3: That, before the National Education Statement on Health and Physical Education and associated Profiles are finalised, wider and better consultation take place, and that this consultation allow sufficient time for considered response.
>
> Recommendation 4: That the National Education Statement on Health and Physical Education and Profiles be written to produce structured and comprehensive physical education programmes for implementation in both primary and secondary schools.
>
> Recommendation 15: That the Australian Education Council establish appropriate mechanisms to ensure States and Territories implement the National Education Statement on Health and Physical Education in a consistent and timely manner.

> Recommendation 28: That a minimum weekly time allocation for physical education, particularly in primary schools, be included in the National Education Statement on Health and Physical Education. (Commonwealth of Australia, 1992, p. xvi)

The next stage of the AEC's national curriculum project was the development of a 'profile' for each of the key learning areas and these profiles were intended to provide an indication of the type of learning experiences students would typically progress through in each area. The 'Health' profile was distributed in March 1993 and there was evidence that some of the comments that had been made about the earlier 'Health Statement' had been acted on. For example the area had been renamed as the 'Health and Physical Education' key learning area and the profile document was titled *Health and Physical Education - a curriculum profile for Australian Schools* (AEC, 1994b).

In order to develop profiles for the eight core curriculum areas in a relatively short time frame the AEC advertised nationally for groups and organisations to tender for the eight writing tasks. The successful applicant for the Health and Physical Education profile was the Queensland Department of Education; specifically staff in the Health and Personal Development unit within the Studies Directorate which had subsumed the former Curriculum Branch. According to several members of the Health and Personal Development unit (including Curriculum Branch 1, 1995), the draft Physical Education Syllabus and Guidelines Years 1-7 and the P-10 Health and Physical Education Curriculum Framework formed the basis of the National Curriculum.

There were two interrelated components in the development of the national curriculum for the Health and Physical Education learning area; the development of a national statement and the preparation of a national profile. The documents discussed thus far were draft versions only. The second draft of the national statement and the national profile were scheduled for completion in June 1993 and scheduled for circulation in July. However, this process was interrupted by the rejection of this concept by a majority of states' in early July 1993 when "the issue inevitably became the object of Commonwealth-State wrangling" (Hannan, 1993).

A limited number of the final profiles were circulated formally and informally and these documents, as anticipated, contained a number of revisions and it is clear that some of the changes resulted from political pressures while others were logical outcomes of the consultative process. The final documents were distributed a year later than planned, in 1994. Since then the individual state and territory Departments (or Ministries) of Education have made their own decisions regarding their use of the National Curriculum Project materials.

The AEC's Health and Physical Education statements and profiles, which have been developed for the National Curriculum project, in some ways mirrors ACHPER's attempts in the early eighties to establish minimum national standards for content and teaching practices in physical education. Similar centrifugal and centripetal processes were evident. The fundamental difference between this and ACHPER's attempts stems from the ethical values that drive the process. There is a clear distinction between the ethical approach adopted by ACHPER, which claimed its legitimacy from the free association of HPE professionals, and those of the AEC. The ethics of the AEC, as the corporate 'miner', relies for its legitimacy upon the political power of the "state" and its monopolistic position in the process of schooling. The communitarian ethics of organisations like ACHPER may have provided the driving force and thereby conferred legitimacy on their attempts at curriculum reconstruction; this was essentially, a democratic process. Even in the early stages, it appeared doubtful that the AEC product would attract the same levels of respect within the profession.

Interim Summary

In the previous discussion it has been reported that the current official policy document for Health and Physical Education was first published in 1972 and that it has remained unchanged since that time. Following the completion of the "interpretive" component of this research, it is evident that there has been a number of significant attempts by staff of the Queensland Education Department to redevelop the primary school physical education curriculum, including:

1. 1985 - *Daily 15/30 Physical Education*;
2. 1987 - Primary Physical Education Syllabus Support Project, and,

3. 1990 - *P-10 Health and Physical Education Framework*

It has also been reported that thus far each of these attempts has proven unsuccessful with regard to the finalisation of a new curriculum document despite evidence that there has been a significant reconceptualisation of physical education over the last decade and major innovations with regard to curriculum design.

The allegations that have been made against the Department, with regard to their decision not to redevelop the 1972 health and physical education curriculum, needs to be read against a backdrop of change in Australia in which the federal government has attempted to control schooling which, traditionally, has been a responsibility of the individual state governments. As the Hawke-Keating Federal Labor Government continued into its fifth term, they increasingly became concerned with reconstructing Australia as 'one nation' (Bartlett, 1992). As part of this campaign they successfully (from their perspective) introduced a number of wide ranging changes to education and training including the reorganisation of tertiary education. This resulted in the abolition of the binary system that had existed and the redesignation of former colleges of advanced education as universities. The Department of Employment, Education and Training (DEET), the Federal mega-department that deals with education, shifted its attention to the secondary and primary school system through its sponsorship of a number of initiatives including the National Curriculum project. The National Curriculum Project is an attempt to relocate curriculum decision making from school based committees, encouraged by the Commonwealth in the 1970s (White, 1987), back to a centralised model. This is the second time this has been attempted since 1980 when the Core Curriculum project was rejected by the states (Curriculum Development Commission, 1980). However the motivation had changed. The Core Curriculum project was an off-shoot of the Whitlam era of grand social engineering. It was driven by a liberal-progressive ideology and child centred. The National Curriculum project on the other hand was driven entirely by corporate managerialism in order to facilitate national reconstruction (both socially and economically).

Thus it can be argued that there have been three organisations attempting to redevelop

policy and practice with regard to physical education since the *Health and Physical Education Guide* was printed in 1972; the Queensland Department of Education, the Federal Government and ACHPER. This can be summarised as shown in Fig 6.1. The evidence collected thus far, suggests that only ACHPER's attempts, through the DPE materials, have been broadly accepted and therefore legitimated. However, the situation is not as clear cut as Fig 6.1 suggests and there have been other influences from outside the school systems that have impacted on physical education policy development and practices in primary schools. 'Aussie Sport' is a significant example. This package was initially developed by the Australian Sports Commission in the mid-1980s with support from ACHPER. It has also received federal government support, particularly from Ros Kelly the Federal Minister for Sport, and state government support from their Departments of Youth, Sport and Recreation (or equivalent). In some states, the respective Departments of Education have also been significant supporters of this innovation by funding positions for education advisers and state coordinators. Thus, it could be suggested that the three 'competing' organisations that are presented in Fig 6.1, have in fact supported one another with regard to the 'Aussie Sports' project. The following discussion briefly examines the emergence of 'Aussie Sports' and 'Aussie Sport'.

Fig. 6.1. Organisations attempting to develop Primary School Physical Education Policy

Organisation Authority/ Year	Qld. Dept of Educ State Politics	ACHPER Communitarian Democratic	Federal Govt. "State" Politics
1972	HPE Curric Guide		
1975			
1980	Health Curric Guide		Core Curriculum Project
		Daily PE Prog.	
1985	*Daily 15/30 PE* *PE Syllabus Yrs 1-7* Health Sourcebooks		
1990	*P-10 HPE Framework*		*National Curric. Project*
1993			

(Incomplete attempts in italics)

"Aussie Sports" and "Aussie Sport"

Following the success of the DPE materials, there were several initiatives across Australia in the nineteen-eighties that were to have an impact on health and physical education programs in primary schools. Many of these were facilitated by ACHPER in partnership with a range of other health and sporting organisations and/or government agencies. For example the National Heart Foundation's 'Jump Rope for Heart' (JRH) program was, and continues to be, actively supported by ACHPER. This collaboration led to the development and distribution of DPE lesson units based on the JRH program which had been initiated in 1985.

In the mid-1980s ACHPER also actively supported and encouraged the move away from adult forms of sport in primary schools to modified forms and the ACHPER national executive worked directly with many of Australia's sporting bodies in this quest. An early example of this was the 'Kanga Cricket' package which was circulated in 1984 (Spence, 1984). Not surprisingly, this package had all the hallmarks of the DPE materials including its packaging in a vinyl folder, extensive teaching notes, assessment strategies and supporting audio visual materials.

During 1985 and 1986 (following Australia's reported debacle at the 1984 Olympics) the Australian Sports Commission (which had been established in late 1984) had also begun to pursue a program of modified sports for use in the upper classes (Years 5, 6 and 7) of primary schools and this innovation was also embraced by ACHPER. The Australian Sports Commission's initial approach was to develop a program based on the plethora of modified sports that were developed during the early and mid 1980s (including *Kanga Cricket*). Their first package, the *Aussie Sports: A program for children* (Australian Sports Commission) appeared in 1986 and a further two editions were published in 1987 as the list of modified sports to be included in the program was expanded .

The original 'Aussie Sports' package was 'designed to be used in conjunction with *Daily Physical Education* and the *Children in Sport Coaching Programme*, both of which were developed by the Australian Council for Health, Physical Education and

Recreation' (Australian Sports Commission, 1987). *Aussie Sports* appeared to have had two main purposes; to encourage teachers to implement sport based programs and to encourage primary students to experience a wide range of modified sports. The former was attempted by providing teachers with two comprehensive activity manuals which again were similar to the DPE materials in approach, language and concept. They contained extensive notes and instructions, which targeted primary school generalist teachers, regarding the organisation and implementation of over 30 modified sports in addition to strategies for marketing the product to parents, local clubs and the media. Motivation to increase the likelihood of primary school student involvement was attempted through a points scheme in which the student's participation in different modified sports was recorded and tabulated in 'passbooks'. When particular target scores were reached certificates and other inducements were awarded. It was believed that this program would complement the DPE materials by providing the children who had been developing skills through this program with the opportunity to utilise these skills in a wide range of modified games. Such was ACHPER's support for this project that they sponsored the 'Aussie Sports Coaching Programme' in the late 1980s which had the aim of better preparing teachers for implementing this program (Riggs, 1987, provides a report on this ACHPER special project in Victoria).

Aussie Sports was the subject of a number of evaluations between 1986 and 1990, many of which were commissioned (and the researchers remunerated) by the Australian Sports Commission (Russell & Traill, 1987; Clough & Traill, 1988; 1989a; 1989b; 1990; 1992; Robertson, 1992). The conclusions and recommendations of these quantitative studies have for most part focused on the marketing of *Aussie Sports* and responding to three primary questions: How many schools have adopted *Aussie Sports*?; What have been the retention rates with regard to those schools that indicated they had adopted *Aussie Sports*?; and, What strategies can be employed to increase the number of schools adopting *Aussie Sports*? The recurring answers have been: a very large numbers of schools have adopted 'Aussie Sports', 55% nationally according to Clough and Traill (1992), and 75% of schools in South Australia according to Robertson (1992); very high retention rates, 98% according to Clough and Traill

(1990); and in response to question three, provide more (free) resources and assistance to teachers. The need to focus on teachers was also recommended by Munro and Hastie (1989) following their completion of a qualitative study of the implementation of *Aussie Sports* in Queensland primary schools. They concluded:

> The main task for schools wishing to introduce or upgrade the profile of the ('Aussie Sports') program would appear to be in marketing towards classroom teachers, rather than the marketing towards children. Most children enjoy their sport experience. It is those who are required to teach these activities, without perhaps the benefits of having participated in a worthwhile sports experience themselves, that require the support and encouragement to make AUSSIE SPORTS a continued success. (Munro and Hastie, 1989, p. 34)

However there has been a paucity of research into *Aussie Sports* of a critical nature (Kirk 1988a; Carr & Kemmis, 1986) that does not make positivistic assumptions about the inclusion of sport in schools. Tinning, Kirk and Evans (1993) have suggested that there are many questions relating to 'Aussie Sports' which at this stage remain unanswered. For example, how are schools actually using the *Aussie Sports* material and what has the adoption of this package meant with regard to the physical education program at these schools?

The heading for this component of the discussion is 'Aussie Sports and Aussie Sport'. The latter part of the heading, 'Aussie Sport', relates to the new name given to the Australian Sports Commission's school based intervention strategies. The 'Aussie Sports' program was expanded initially (upwards) in 1989 to address the needs of secondary school students (13-18 years) and expanded again (downwards) in 1992 to cater for middle and lower primary schools. The data that had been collected on *Aussie Sports* (particularly by Clough & Traill, 1988; 1989a; 1989b; 1990; 1992) indicated that the original package was being used in lower and middle grades despite it being prepared specifically for upper primary school children. The ASC had presumably recognised that a market existed for their product at these levels and thus responded. By 1993 'Aussie Sport' was an eclectic term for seven programs promoted by the Australian Sports Commission that ostensibly covers the age range 3 - 20 years (Willis, 1993):

Aussie Sport Programs	Program Characteristics
Sportstart	motor development activities for 3-12 year olds written for parents and care givers
Sport It	fundamental motor skill development program for primary school children. Sponsored by Pizza Hut.
Ready Set Go	re-named 'Aussie Sports' Package but targets 7-10 year olds (was labelled Sport for Kids by the ASC from 1991 to 1992). Sponsored by Kellogg.
Active Girls Campaign	national awareness and education campaign that targets adolescent girls.Strives to improve sport delivery to girls.
Sports Fun	a 12-16 week after-school sports program for primary school children. Instruction provided by secondary school students who undertake sport leadership training.
CAPS	leadership program for 14 to 20 year olds delivered by established sporting organisations.
Sport Search	computer assisted talent/interest identification program. Currently targeting 11 to 15 year olds.

Clearly a number of these 'Aussie Sport' programs target primary school children, and primary school teachers, and there is little doubt that these programs have had a significant impact on physical education programs in primary schools. This was particularly so in Queensland which had strongly supported the ASC's initiatives (Curriculum Branch 4, 1996). However, it is largely unclear what the nature of this impact has been (Tinning, Kirk & Evans, 1993). The Australian Sports Commission has been generously funded at the federal level at a time when specialist physical education personnel and resources have been reduced by the various state governments. It could be argued that the 'Aussie Sport' programs have thus been able to fill the void left by the withdrawal of the state support services. It could also be argued that Australian Sports Commission was attempting to replace physical education with 'sport

education' and that it is attempting to develop national policies and practices for states to follow.

Thus far there is no evidence of the adoption of the Australian Sports Commissions initiatives by Queensland's policy writers for primary school physical education. For example, the 'Aussie Sports' and 'Aussie Sport' programs were not specifically referred to in any of the Department's three attempts to redevelop the 1972 Health and Physical Education document that was discussed earlier. However, senior staff within the Physical Education Branch had embraced the Australian Sports Commissions initiatives and they had provided office accommodation and funding for "Aussie Sports" personnel operating in Queensland (Curriculum Branch 4, 1996; PE Branch 4, 1996). In addition, the Physical Education Branch had a close relationship with the Queensland Schools Sports Association and many of the staff had a personal interest in sport in schools.

The discussion of 'Aussie Sports' and 'Aussie Sport' completes the interpretive research into the development of policies for primary school physical education Queensland. However, before concluding this report of the interpretive research, it is appropriate to provide a brief examination of physical education policy development for Queensland's secondary schools. While attempts to redevelop physical education policy have not been successfully realised for primary schools, there have been several of successful policy innovations and developments in secondary school health and physical education from 1972 to the present. An overview of physical education policy development in Queensland's secondary schools from 1970 to 1993 follows.

Post Primary Health and Physical Education in Queensland

1972 was suggested as an appropriate starting point for the previous discussion of physical education policy development for Queensland's primary schools on the basis that this was the year in which the current policy document was first distributed. The early 1970s is also an appropriate period to commence a review of secondary school physical education policies in Queensland. However, it is appropriate to provide some brief details of the lead up to this period.

In the decade before 1970, health and physical education had become an accepted part of secondary education and physical education teachers existed in most high schools (Allan & Thompson, 1984). Secondary education at this time was base on a five year program of which the first three years (compulsory) were referred to as 'junior secondary' and the last two years as 'senior'. Two 'boards' existed, one for junior secondary and one for senior secondary, to monitor school subjects. Physical education and health curriculum policies and teaching manuals had been produced for both levels. However physical education did not have full subject status prior to the 1970s in that it was not a 'matriculation' subject (a subject used for determining entrance to university courses) and public examinations were not offered in this subject area.

The opportunity for health and physical education to achieve full subject status was provided following the release of the then revolutionary Radford Report in 1970 (Department of Education, Queensland, 1970). This report recommended that public examinations be abolished in Queensland and that they be replaced by internal school assessment thus freeing schools from university (University of Queensland) control (Edwards, 1990). Following the adoption of the Radford Report, the Board of Secondary School Studies (BSSS), which was formed at this time to replace the two existing boards, sought submissions from the various subject advisory committees (SAC) regarding new programs for secondary schools. A 'Health and Physical Education Subject Advisory Committee' (HPESAC) was formed and this group was one of eleven SACs that responded to this task (Dudley, 1982). The initial HPESAC was Chaired by Mr Tom Thompson, who in addition to being Head of the Physical Education Branch, was the Queensland State President of ACHPER.

The HPESAC developed a syllabus for a five year course (Years 8-12) that was accepted by the BSSS in 1973. This course contained a strand of non examinable subjects for Years 8-10 (compulsory secondary years) and an elective subject for Years 11 and 12. This syllabus (*Syllabus in Health and Physical Education*') was approved for trialling by the BSSS in 1973, and it was certified for general implementation and distribution in 1975 (Board of Secondary School Studies, 1975). Queensland had the

distinction of introducing the first secondary school physical education course in Australia that carried credit for tertiary entrance (Allan & Thompson, 1984).

The 1975 syllabus contained seven areas of content which reflected the emerging orientations of physical education in the nineteen-sixties. It also contained a number of guidelines concerning program development and the selection of content by teachers. The seven areas listed in the 1975 (Board of Secondary School Studies, 1975, p.3) document were:

> Foundations of Health and Physical Education;
> Health Science;
> Games and Sports;
> Athletics;
> Dance;
> Aquatics; and,
> Gymnastics;

Outdoor Pursuits was added to this list of content in 1978 (Allan & Thompson, 1984). Despite the apparent domination of games and competitive sports activities, the introduction to the 1975 Health and Physical Education syllabus stressed the need for teachers to adopt a 'health for life' perspective:

> Health and Physical Education is a combination of two fields of study, each having its own distinctive methodology and learning experiences. Nevertheless, Health Education and Physical Education have such commonality of purpose and practicability in terms of every day living that they lend themselves to a combined course of study. The guiding principle in both fields is the concept of health as a dynamic quality of life involving complete physical, mental and social well-being of the individual who endeavours not only to cope with the adversities of life, but also to achieve recognition and self-fulfilment. (Board of Secondary School Studies, 1975, p. 2).

In addition to providing the opportunity for a number of subjects to attain full 'senior' status, the Radford report had attempted to change the way in which curriculum policies were constructed for secondary schools in Queensland. Prior to the early 1970s, prescriptive syllabi existed for each of the approved matriculation subjects and schools were obliged to conform to these requirements. The Radford report had, however, recommended that this process be replaced by one in which the BSSS provided a basic

outline only with specific details of a program being determined by individual schools, according to their perceived strengths, needs and resources (Department of Education, Queensland, 1970). Thus it could be argued that the Radford Report had initiated the introduction of school based curriculum development in Queensland, in addition to school based assessment. However, there were some limits to the amount of decision making that were given to teachers, at least with regard to the Health and Physical Education syllabus.

The 1975 Health and Physical Education syllabus, that was approved by the BSSS, contained a number of directives for teachers involved in the development of school programs, including the Board's policy regarding their use of the various areas of content that were listed earlier. The Board's 'guidelines' also extended to providing details of minimum time allocations for the various areas of content. According to Dudley, 1982, these requirements were suggested by the HPESAC and not the BSSS. In addition,

> the Health and Physical Education Advisory Committee retained a degree of control over courses in schools by having the Board (BSSS) accept the following recommendations in October, 1975.
>
> a. That schools introducing Health and Physical Education for the first time be required to notify the Board;
>
> b. that such schools be asked to submit plans for organising and programme development in the subject; and
>
> c. that schools be invited to ask for advice on planning and implementation of courses (BSSS Minutes of October, 1975 Meeting, in Dudley, 1982, p. 2).

Thus, while the Radford report had endorsed the concept of school based curriculum development, the HPESAC and the BSSS were reluctant to relinquish their roles as controllers of the curriculum.

Following the introduction of the 'Radford Reforms', there had been widespread complaints concerning the new assessment procedures, especially with regard to the issue of university entrance and the comparability of standards from one school to

another (see Williams, 1992, or Edwards, 1990, for a comprehensive discussion of this issue). While the Radford committee had provided a process of moderation (between schools based on districts) following the abolition of public examinations, questions were raised at a number of levels regarding the appropriateness and the effectiveness of these arrangements. These and other concerns led to an initial review of the post-Radford arrangements by the Australian Advisory Committee on Research and Development in Education in 1974 (Fairbairn, McBryde & Rigby, 1976) with a further study being commissioned by the BSSS in the following year (Campbell, 1975).

In response to the information provided by these investigations, the BSSS established a committee (consisting of BSSS members and its executive) in 1976, led by Professor Scott, with the purpose of reviewing the two previous post-Radford studies. This committee's initial findings were published in 1976 (Scott, 1976) with a final report, 'A Review of School Based Assessment', commonly referred to as 'ROSBA', being released in 1978 (Board of Secondary School Studies, 1978). The most obvious outcome of the ROSBA report was their recommendation to abandon the 'norm-based' assessment procedures for criterion-based assessment. However, an arguably more significant outcome was the swing back towards a more centralised control of the curriculum, not to the University of Queensland as pre-Radford, but to the BSSS. The ROSBA report was accepted by the BSSS and the State Government in 1978.

Amongst the concerns that had been reported by the Fairbairn (Fairbairn, McBryde & Rigby, 1976) and Campbell (Campbell, 1975) Committees had been teachers' disquiet about the use of fixed grade distributions. Teachers reportedly claimed that this system limited the number of students who could achieve a particular grade despite how well they taught, or how hard the students worked. Whether these concerns were real or imagined (Department of Education, Queensland, 1990b), ROSBA's recommendations resulted in the abolition of fixed grade distributions and their replacement with a criterion-based assessment procedure. The mechanism for establishing the criteria for determining students grades in each subject was achieved through the adoption of an 'objectives model' by the BSSS. SACs were required to forward for approval to the Board (now renamed as the Board of Senior Secondary School Studies, BOSSSS) new

syllabuses that were to indicate their subjects process objectives, content objectives, skill objectives and affective objectives. This served to further cement the role of the Board as the central control of Queensland's secondary school curriculum. Thus in a period of six years, control of the senior secondary school curriculum had moved from the University of Queensland to the former BSSS, now BOSSSS.

The first draft of the 'ROSBA' Health and Physical Education syllabus was circulated in 1981 with a second draft circulated in 1982. However, it was not until 1987 that this policy was finally approved for general distribution (Board of Secondary School Studies, 1987) despite the release of a Departmental guidelines for Health and Physical Education in secondary schools (SHAPE) in 1984 (Department of Education, Queensland, 1984a). The 1987 document contained few changes beyond those included in the 1982 draft document. This draft document had foreshadowed a number of significant modifications in addition to complying with the ROSBA requirements including the renaming of 'Health Science' to Health Education and expanding the topics in this area of study. Further consideration of the aims of health and physical education in Queensland secondary schools was also evident.

While the ROSBA driven revisions have been generally well regarded, given the complexity of the problem they attempted to address (Department of Education, Queensland, 1990b), the ROSBA Senior Syllabus for Health and Physical Education has not been without its critics. For example, Lane (1985) has questioned the dilution of teacher's roles as curriculum decision makers suggesting that the Senior Syllabus for Health and Physical Education was overly prescriptive. Few would question that the BOSSSS and the Department of Education should have a role in the process of establishing a subject's content, but there were clearly several alternative approaches to curriculum development to the objectives model, for example, problem-setting (Lawson, 1984). Concerns about assessment have also been frequently raised by teachers (Bingham, 1985; Milne & Edwards, 1985) on the basis that the suggested assessment practices dominate teaching practice. At another level, Kirk and Smith (1986) have argued that the ROSBA reforms have led to the bureaucratisation of health and physical education and that teacher's objectivity has been lost by the adoption of the

objectives model. That is, the Board's attempts to develop objective means to assess senior students have been thwarted by the curriculum model they selected.

By the mid-1980s the BOSSSS had developed a five to six year cycle for syllabus review-rewriting and in 1990 they commenced the development of not one but two new syllabuses for health and physical education (Board of Senior Secondary School Studies, 1990): *Senior Health Education* and *Senior Physical Education*. Trial syllabuses were distributed to selected pilot schools in 1992 and, in the same year, unofficially to a number of tertiary institutions. These trial documents were revised in 1993 and released for general implementation in 1994.

The origins of the decision to split the curriculum into two areas at secondary level can be traced back to the 1975 policy when attempts were made then to foreground health, a move which was again attempted in the nineteen-eighties. The trial *Senior Syllabus in Physical Education* (Board of Senior Secondary School Studies, 1992b) and the trial *Senior Syllabus in Health Education* (Board of Senior Secondary School Studies, 1992a) are surprisingly different in concept and treatment of the curriculum area. The Health Education trial syllabus pursues the objectives model as originally suggested by ROSBA and it includes extensive guidelines regarding the organisation and delivery of lessons and other learning experiences in this area. The developers of the Physical Education trial syllabus on the other hand have dispensed with the objectives approach and replaced it with a content driven model. Both documents contain extensive notes regarding evaluation and assessment, an issue which frequently resurfaces in secondary teaching. And both documents provide matching coverage of equity issues and the use of language. Interestingly, the syllabuses are also comparable in their lack of regard for each other. Neither document examines or suggests what relationship might be achieved or desirable between the two areas.

The evidence that has been reported here suggests that the Queensland, Department of Education has been highly successful with regard to the development of curriculum policies for secondary health and physical education. There has been on-going evidence of curriculum review and development in this period and, if we include the syllabuses

that were finalised in 1994, six curriculum policy documents were completed between 1970 and 1993. This development has been summarised in Fig 6.2.

Fig 6.2. Curriculum Policy Development for Secondary Health Education and Physical Education

Year	State Education Initiatives	Policy Development for HPE
1970	Radford Report	
1975		Secondary HPE syllabus
1980	ROSBA	
		Trial Syllabus in HPE SHAPE
1985		Senior Syllabus in HPE
1990	P-10 Framework	(Draft Trial Syllabus Senior HE)* (Draft Trial Syllabus Senior PE)
1993		(Senior HE Syllabus)* (Senior PE Syllabus)

*Brackets indicate that these documents were released together in the same year; 1990 in the case of the Draft Trial Syllabuses and 1994 in the case of the final Senior syllabuses.

Summary of Issues and Problems

This chapter has provided an interpretivist account of the development of physical education policies and practices for Queensland primary schools from 1970 to 1993. The interpretivist account has provided an understanding of the process of policy formulation for physical education by members of the Queensland Department of Education and identified the tensions and issues that have surfaced within the Department of Education over these two decades. These interpretations could not be gained from empirical research alone. The interpretive research has also identified the groups and organisations which have been attempting to influence schooling and physical education policy development and practice in Queensland.

The interpretive research has confirmed (following the evidence presented in Chapter 5) that in 1993 the current policy document, from the bureaucrats' perspective, was the *Health and Physical Education Curriculum Guide*, which was first published in 1972 and has remained unchanged since that time. This chapter has also provided details of three attempts to redevelop the curriculum policy for physical education over the last decade which, despite extensive trialling, have not proceeded to full implementation. At least two of these aborted attempts (15/30 DPE and the 1987 trial Physical Education Syllabus and Guidelines Years 1-7) included the development of source books for primary school physical education which have also failed to proceed to full implementation. By contrast, a separate 'Health' curriculum document was released in 1982, following its development between 1978 and 1981, and Health source books which were developed as an extension of the 1982 document were approved for general distribution in 1989.

The interpretive research has also revealed that the 1972 document was written at a time when the profile of physical education was expanding rapidly in Queensland schools, in both the primary and secondary sectors, but that there were concerns about the content of physical education in primary schools and the way it was being implemented. In preparing the 1972 document, the policy writers attempted to overcome the perceived limitation of the 1952 syllabus which, by 1972, had been in schools for 20 years. These concerns included abandoning drill based exercises and routines, locating physical education within its educational context, prescribing teaching duties for classroom teachers (and the advisory teachers), introducing daily periods of physical education, and expanding the content of physical education to include health. However, both the interpretive and the empirical data (reported in Chapter 5) have indicated that the *Health and Physical Education Curriculum Guide* has been ineffective as an agency of change; that is, the document has largely been rejected or ignored by principals, classroom and specialist teachers and others.

The interpretive research has also revealed that in the subsequent attempts to redevelop physical education policy and practice in Queensland primary schools (1985, 1987 and 1990), the essential aims of the 1972 document, as indicated above, were for most

parts retained. For example, these attempts at policy renewal also endeavoured to locate physical education within its wider educational context and to increase the involvement of classroom teachers in the teaching of physical education lessons. Furthermore, the developments in primary school health education (curriculum guide in 1983 and the source books in 1989) were intended to promote health as a substantive area of content as per the 1972 curriculum guide. However, these attempts, like the 1972 curriculum guide, also failed to impact on practice in schools (number of current and former policy writers, including, Curriculum Branch 1, 1995 and Curriculum Branch 2, 1996). Interestingly, the interpretive research has revealed that these attempts were consistent with recommendations from the findings from empirical research (Chapter 5) and with the findings from the evaluation conducted by the Research Services Branch in 1983 (Tainton, Peckman & Hacker, 1984a). However, according to the policy writers the 1983 evaluation of physical education in Queensland primary schools was largely ignored by the curriculum writers. In contrast, the 1983 evaluation for health education (Tainton, Peckman & Hacker, 1984b) was constantly referred to by those developing materials for health education (for example, the 1988 sourcebooks and the 1992 trial health syllabus).

The interpretive research provided some understanding as to why the 1972 curriculum guide was rejected or ignored but further investigation is still required (this will be completed as part of this research and reported in Chapter 7). Similarly, the interpretive research provided some understanding of why the attempts to redevelop the 1972 document in 1985, 1987 and 1990 failed to reach full implementation status but again further investigation is required. With regard to the latter, the interpretive research has suggested that the three attempts were abandoned because they essentially became redundant as result of changing priorities and political/bureaucratic structures within the Department of Education. For example the 1987 *Syllabus and Guidelines for Physical Education* became redundant when the Department of Education moved to a P-10 framework. This interpretive research has also identified the attempts to influence physical education in Queensland from outside the State by Federal education bureaucrats, in the case of the Core Curriculum Project and the National Curriculum Project, and by ACHPER ("Aussie Sports" and Aussie Sport: and the DPE program).

However, further investigation is required to determine if these reasons and/or influences were genuine or whether the wider changes within the Department and elsewhere were simply used as opportunities for rejecting the ideas of other interest groups and to promote their own initiatives (again this will be investigated as part of the research and reported in Chapter 7).

The interpretive research has revealed that the record of policy development in primary school health and physical education contrasts sharply with the situation that has been described with regard to policy development for secondary schools. For teachers operating in secondary schools, six policy documents have been completed in the same time period and it has been reported that a regular cycle of review and re-writing is in effect for secondary school health and physical education. This situation can be summarised as follows (Fig 6.3):

Fig. 6.3. Summary of completed policy development for Health and Physical Education in Queensland: 1970-1993

Year	Policy Development for Primary Schools	Policy Development for Secondary Schools
1970		
1972	HPE Curric Guide	
1975		Secondary HPE syllabus
1980	Health Curric Guide	Trial Syllabus in HPE SHAPE
1985		Senior Syllabus in HPE
1990	Health Source Books	(Draft Trial Syllabus Senior HE* (Draft Trial Syllabus Senior PE
1993		(Senior H E Syllabus* (Senior PE Syllabus

*Brackets indicate that these documents were released together in the same year; 1990 in the case of the Draft Trial Syllabuses and 1994 in the case of the final Senior syllabuses.

With regard to the secondary area, clearly, the BOSSSS (BSSS before 1978) has been significant in facilitating developments and it now provides a focus for curriculum review and development. Furthermore, it could be argued that teachers operating in secondary schools have been proactive in bringing about change whereas teachers operating in primary schools have displayed a definite a preference for maintaining current arrangements (refer Chapter 5).

While it is apparent that there are differences between the primary and secondary levels of schooling in terms of the Department's (and/or the BOSSSS's) development of policy documents, there are similarities. Arguably, the most significant of these similarities has been the combining, and then splitting of 'health' and 'physical education' into two subjects and the way these two terms have polarised the curriculum at different times. This was achieved surreptitiously with regard to the primary school programs in 1982 with the release of a separate *Health Curriculum Guide Years 1-7.*

At the secondary school level there has been a number of attempts to give 'health' a higher priority and this has also been reported in the previous discussion. The evidence suggests that the 'health' area has attracted increasing attention each time the health and physical education policy documents have been redeveloped over the last decade and this has culminated in BOSSSS's more recent approval, at the request of the HPESAC, to develop two separate senior syllabuses; one for Health Education and one for Physical Education. A similar outcome for primary schools was also attempted through the development of two draft syllabuses following the release of the *P-10 Health and Physical Education Curriculum Framework.*

The discussion has also identified that this has occurred at a time when tensions have re-emerged regarding the purpose of physical education, and health and fitness have become major societal concerns. As a result health-based (Kirk, 1988b) or health orientated (Tinning, 1990) or lifestyle focused (Department of Education, 1990a) physical education has become a common theme in primary school physical education. Consequently, many physical education programs, including the DPE materials reviewed earlier, have been designed to promote or optimise health by attempting to

increase the likelihood of students developing and maintaining active lifestyles. (This was in response to medical research, which came to prominence in the nineteen-seventies which suggested that sedentary living was the main health problem in contemporary western societies.) 'Health' lessons on the other hand are usually aimed at passing on knowledge about health, health products, road safety and environmental dangers, nutrition, drugs and alcohol, and more recently sexually transmitted diseases. Opposing or at least challenging this view of physical education are those who perceive physical education to be an opportunity to identify and develop sports talent and whose programs are therefore dominated by experiences which are designed to foster children's skill development and promote the children's involvement in inter-school sport.

Conclusions from the Interpretivist Research

This chapter has reported on interpretations of key individuals who were involved in policy development for physical education in Queensland primary schools from 1970 to 1993. This required the examination of published and other circulated Departmental documents and correspondence from this period and interviewing many of those who were involved in developing and/or trialling these materials. Those individuals reported on developments in other states that had an influence on physical education policies, programs and practices in Queensland. The interpretations provide background and supporting evidence against which the empirical evidence that was presented and analysed in Chapter 5 can be contrasted. The focus of this interpretive approach was the descriptions of policy writers and their understandings of what they, and others, believed had occurred in the development of policy and practice in physical education in Queensland primary schools between 1970 and 1993. The overall aim of this chapter was to develop an understanding of how these beliefs and practices came to be.

This research has confirmed that the 1972 *Health and Physical Education Curriculum Guide* was still current in 1993 (and remains so in 1998). Paradoxically, the research has confirmed that the 1972 document has largely been rejected, or ignored, by teachers and principals and that the policies it prescribes were not achieved in practice. How this came to be, and how it has managed to avoid resolution has been partially revealed

though the interpretations of the events of the time as offered by the key participants. They reported that there have been some significant, but unsuccessful, attempts by staff of the Department of Education to redevelop policies and practices for physical education between 1983 and 1993. New policies and practices for health education in Queensland primary schools were developed and distributed in approximately the same period. However, these documents have reportedly had no impact on the development and implementation of health education in Queensland primary schools. That is, following the successful completion of syllabus and other curriculum documents (for example the 1972 curriculum guide and the 1983 health curriculum guide) by staff from the curriculum branch, with assistance from teachers and others, the documents have not been adopted in practice.

Further critical investigation is now required to:

1. further understand why the 1972 curriculum guide has been ignored or rejected for over 25 years; and,

2. examine why the attempts at policy and practice renewal for physical education were abandoned between 1970 and 1993 (for example, it could be argued that particular groups have employed and reconstructed the changes that have occurred in the Department, and at the national level, to protect and or promote their own interests).

The task of responding to these issues will be addressed in the chapter that follows (Chapter 7).

Notes for Chapter 6:

1. The participants who consented to be interviewed for this study have not been identified by name in the text but the names of all participants is provided in Appendix B. The participants have been given pseudonym, in the text based on their official position. For example, staff member from the Physical Education Branch are identified as PE Branch X, a staff member from the Curriculum Branch are identified as Curriculum Branch X and teachers educators as Teacher Educator X. In addition the year of interview is also provided (eg, PE Branch 1, 1994).

2. The South Australian materials were packaged as seven volumes one for each of the years from Years 1 to 7. The Queensland materials were developed as five volumes each of which was specific to a particular content area, eg Fitness, Basic Skills, Games, Gymnastics, Swimming and Dance. The five volumes developed in Queensland included lesson plans for Years 1-7.

3.The 15/30 DPE lesson plans were essentially a recipe book approach to teaching in which teachers were provided with the ingredients required (equipment and/or facility) and directions for a perfect lesson. This would be considered as a technical approach to teaching (Bain, 1990a). An approach which has been dominant in primary school teaching in Australia (Hickey, 1995;1997). Each volume of the 15/30 DPE, provided teachers with detailed lesson plans, appropriate to their grade, or year, which included aims and objectives of the unit, teaching content and teaching strategies, and suggestions regarding pupil evaluation. In addition to the written text the lesson plans included a large number of supporting illustrations and diagrams.

4. In Queensland, primary school years 1-7 and secondary school years 8-10 are mandated as compulsory. Years 11 and 12 (Senior) and preschool are non compulsory.

Chapter 7

Physical Education Policy Development for Queensland Primary Schools 1970-93: A Critical Perspective

Introduction

This chapter provides a critical analysis of the findings from the empirical research that has been reported in Chapter 5 and the interpretive research reported in Chapter 6. A discussion of 'critical research' has previously been provided (in Chapter 2) and Chapter 4 reported on the methodology that was used in gathering and analysing the data to be presented and critiqued here. However, it is appropriate to restate here that for any type of research to be considered 'critical' it must meet the following requirements: 1) it must resist the uncritical adoption of positivistic assumptions of rationality, objectivity and truth and perceive educational research as a political or an ethical issue and not exclusively a technical problem; 2) it must be aware of the interpretations of educational practices held by those who perform educational acts; 3) it must distinguish between ideologically distorted interpretations and those which transcend ideological distortions; 4) it must reveal those aspects of the dominant social order which block our attempts to pursue emancipatory goals; and, 5) it must be guided by an understanding of how it is related to practice (Carr & Kemmis, 1986). Thus, this critical analysis is concerned with exposing the political structures that have existed and the contextual constraints that have hampered the renewal of policies and practices for physical education in Queensland primary schools from 1970 to 1993.

In addition to the above, 'critical' research is ultimately orientated toward emancipation (Bain 1990b; Anderson, 1989; Carr & Kemmis, 1986; Habermas, 1984). That is, critical research attempts to provide the understandings required for enlightenment which will provide the catalyst for appropriate change. In this instance, an appropriately critical understanding is required to overcome the problems and issues that have been identified in the development of policies and practices relating to physical education for children in Queensland primary schools. Fay (1986) has indicated that critical research is based on the assumption that "humans are active creatures who broadly create themselves on the basis of their understandings" (p. 47). Thus, it is appropriate that

this chapter critically examines the following groups and individuals, who form the community of individuals and interested persons associated with the development of policies and practices for physical education in Queensland primary schools from 1970 to 1993, in order to critique their understandings and interests:

Staff of the former Physical Education Branch

Staff of the Curriculum Branch

Classroom Teachers

Primary School Physical Education Specialist Teachers

Ministers for Education

Physical Educators from Brisbane's former CAE and Universities

Staff from the Queensland Teachers' Union

Primary School Students

Parents of Primary School Students

In addition to the above, it is also appropriate that the interests and understandings of the researcher are provided in this chapter.

Collectively, these critiques will provide the understandings required for further pursuing the following issues that have been identified from the empirical and the interpretive research reported in Chapters 5 and 6:

1. to further understand why the 1972 curriculum guide was ignored or rejected for over 25 years; and,
2. to further examine why the attempts at policy and practice renewal for physical education were abandoned between 1970 and 1993.

In this chapter, these tasks will be addressed from an appropriate critical perspective.

Staff of Physical Education Branch

The Physical Education Branch was established in 1946 and disbanded 45 years later in 1991. According to a former Head of the Physical Education Branch (PE Branch 4, 1995), its initial brief was to promote and coordinate physical education in Queensland schools; this included the appointment and supervision of specialist teachers and the development of policies and teaching materials that would assist specialist and generalist teachers to develop and implement physical education programs. These

responsibilities were later expanded to include school sport, health and school camping. An empirical analysis of the increasing number of specialist physical education teachers who were employed in Queensland schools from 1970-1993, and the equally impressive number of publications that it has been responsible for developing, might suggest that the former Physical Education Branch had been a highly successful enterprise (refer Chapter 3 and Chapter 6 for further historical details).

However, a more critical assessment of the annual reports from the staff of the former Physical Education Branch from 1970-1993 (included as part of the Queensland Department of Education's Annual Reports, 1970-1993) suggests that the Branch had been overly concerned with statistics, for example, the number of swimming pools that had been constructed, or the number of children attending school camps, as the indicators of their success. The teachers who were seconded to the Physical Education Branch from 1982-85 were also concerned about the over reliance on statistics in judging their performance. One such teacher commented on how "he (the then Head of the Physical Education Branch) always wanted the numbers. How many schools, how many classes? He wanted figures and numbers but it was not this easy" (PE Branch 3, 1995).

It is also evident (from Chapter 6) that many of the former Physical Education Branch staff had a technical view of curriculum development. According to a former head of the Physical Education Branch,

> All teachers wanted to be told was what to teach and they would teach it; and a whole tertiary group were saying no, they're professionals, they should determine what they are going to teach themselves. But I think the tertiary push was a little bit blind (PE Branch 2, 1995).

The 1972 curriculum guide and the 15/30 DPE program, both of which had been championed by staff of the Physical Education Branch, also reflected a technical view of curriculum and teaching. According to those most central to the development of the 1972 curriculum guide, the policies it contained regarding the organisation of the physical education program, and the role of specialist and generalist teachers in primary schools, were based on the 'best practice' that they had observed in schools. Those

practices had been identified for their technical efficiency irrespective of their pedagogical merit or their transferability from one school context to another. Thus the 1972 curriculum guide was meant to prescribe what would be done by teachers in schools and principals and the school inspectorate (which was maintained in Queensland up to 1985) was there to ensure that this occurred. It can be noted that many of the senior Physical Education Branch staff had completed their teaching qualifications in the 1950s, or earlier, when curriculum documents were perceived by teachers as prescriptive (refer Chapter 3 for a further discussion of this). The Physical Education Branch's role in curriculum development for physical education formally ended in 1986 when this task was assigned to the Curriculum Branch following a major Departmental restructure. While staff of the Physical Education Branch continued to be involved in curriculum development, through their membership of the various curriculum project committees, their influence was significantly diminished and they no longer had editorial control of the documents that were being produced.

The reassignment of the responsibility for curriculum development represented a substantial transfer of power from the staff of the Physical Education Branch to the staff of the Curriculum Branch. This was the first significant "loss" the Branch had experienced in 40 years of growth and, as reported in Chapter 6, some of the former members of the Physical Education Branch suggested that this was the beginning of the end for the Physical Education Branch. According to a former Director of Primary Education, and a number of former and current policy developers in Curriculum Branch, the transfer of curriculum development responsibility from the Physical Education Branch to the Curriculum Branch was done to ensure that curriculum materials for physical education were consistent with the Department of Education's wider policies. More significantly, according to a Senior Policy Officer in Curriculum Branch (Curriculum Branch 1, 1994), it ensured that any further curriculum development in physical education and/or health would reflect the conceptual models that staff in the Curriculum Branch had been developing. This approach was seen as inappropriate and was openly questioned by many senior members of the Physical Education Branch.

According to a number of former senior members of the Physical Education Branch, one of the areas in which the Curriculum Branch's curriculum documents for physical education was deficient, was its rejection, by omission, of sport. According to a former Head of the Physical Education Branch,

> I had a lot of despair because at no stage, anywhere, is the word sport mentioned and I cannot believe that you can have a physical education document that doesn't mention sport.
>
> You see they, they've (staff of the Curriculum Branch) cut the head off. That's where they cut the head off physical education. They've cut the head off all of our subjects because there's nothing that makes the kids aspire to do something and want to perform at a higher level. Competition is a dirty word now (PE Branch 2, 1995).

School sport had been carefully nurtured by staff of the Physical Education Branch since the early 1960s when a full-time administrative officer responsible for supervising and organising school sport was appointed within the Branch (Department of Education, Queensland, 1961 Annual Report). In the mid-1960s the Physical Education Branch had sponsored the development of the Queensland State Schools Sports Council and the Annual Reports from the Physical Education Branch from 1961 to 1993 (see for example, Department of Education, Queensland, 1961) contained a summary of the successful activities that had been completed in school sport. From 1986, this included the promotion of Aussie Sport (Department of Education, Queensland, 1986).

In addition, former senior staff from the Physical Education Branch questioned the way in which staff from the Curriculum Branch had reconstructed physical education:

> OK you need to bring a subject up to date but you just change the activities. You don't change the subject. The subject will never change. The human body's not going to change. The fundamental point is that you want a coordinated, fairly fit, well presented, fully functioning body from physical education. That will never change. These are your fundamentals.
>
> And this movement, the Curriculum Branch movement, wants to swing away from that. It's an intellectual approach and it's turning the subject up-side down (PE Branch 2, 1995).

The above quotation provides an indication of the main priorities (physical fitness, physical skills and sport participation) that staff of the Physical Education Branch had consistently advocated for physical education in Queensland schools and these priorities were reflected in the curriculum materials and policies that they developed. However, staff of the Curriculum Branch had another agenda for the 'new' physical education, as evidenced in the 1987 trial primary school physical education syllabus (this will be examined further in the discussion of the Curriculum Branch that follows). According to former and current staff from both the Curriculum Branch and the Physical Education Branch, it was from this point that a rift between these two branches became irreconcilable.

According to a number of former members of the Physical Education Branch, the focus of the Branch's activities in the 1960s was secondary schooling and this was maintained for most of the 1970s as the Branch staff attempted to initiate and control physical education's rapid expansion at this level. Some former members of the Physical Education Branch indicated that the primary sector never recovered from this and that curriculum development for secondary schools was perceived to have been more important and that it was therefore always given a higher priority within the Branch. This view was also reflected by the Department of Education in a number of other ways. For example, physical education teachers were paid a higher salary when they taught physical education in secondary schools compared to the salary they received for teaching physical education in primary schools. Teacher educators at the universities and the former Colleges of Advanced Education (CAE), which became universities in 1991, also adopted the view that secondary schooling was more important (this will be examined in a later discussion in this Chapter which will focus on the universities and CAEs). However despite their preoccupation with secondary schooling, it was the view of many of the senior staff of the former Physical Education Branch, that curriculum development for primary school physical education was their responsibility.

Some former Physical Education Branch staff members have indicated that teachers and principals were utilised for trialling materials but they had little or no involvement in the

development of the policy documents. Similarly, staff from the universities and the former CAE were not seen as important sources of information or ideas in curriculum development for primary school physical education. According to a senior member of the Physical Education Branch; "we had read the same books" (PE Branch 5, 1995). However, it was evident from critical analysis of the interview transcripts that senior staff of the Physical Education Branch had developed a network of individuals in schools and in the tertiary sector who were utilised for specific tasks. For example, when the Physical Education Branch was looking for primary schools to trial materials, such as the 1972 curriculum guide or the 15/30 Daily PE, they contacted principals who the senior staff of the Physical Education Branch had attended teachers college with, or former physical education teachers who had since been appointed as principals or deputy principals. This suggests that formal and informal networks, which constituted the wider discourse community of like minded individuals, guaranteed a sympathetic treatment of new syllabus documents.

In summary, the previous discussion identifies the understandings and interests of the staff of the former Physical Education Branch. A critique of these understandings suggests that they viewed physical education as a subject primarily concerned with the development of motor skills despite the rhetoric in the 1972 curriculum guide of the subject's wider purposes and its potential contribution to the primary school education. Furthermore, it could be argued that the former staff of the Physical Education Branch had failed to understand that promoting competitive sport and providing primary school children with a physical education were not necessarily compatible. Curriculum development, and teaching, were viewed as technical activities and staff of the former Physical Education Branch expected principals and others to adopt their policies irrespective of their children's needs or local conditions. From a critical perspective these are questionable assumptions.

The previous critique of the interests of the former staff of the Physical Education Branch has also identified that, from the late 1960s, staff of the former physical education branch had a greater interest in promoting physical education at the secondary school level. This suggests that they had also failed to understand the importance of

providing successful experiences at the primary school level and that secondary students would be more likely to achieve in secondary school physical education if they had the benefits of a comprehensive primary school program.

Staff of the Curriculum Branch

The Curriculum Branch was formed in 1971 following a major restructure within the Department of Education. The Curriculum Branch's purpose at this time was to provide support to the various units within the Department who were involved in curriculum development, including staff attached to the Physical Education Branch. However, by the mid 1980s the Curriculum Branch had become the unit responsible for curriculum development. According to the former Director of Primary Education, this had been the intention of senior management in the Department of Education when the Curriculum Branch was first formed in 1971; that is, to group the various individuals and administrative units that were involved in curriculum development within the Department in one section. The Curriculum Branch was subsumed by the establishment of the 'Studies Directorate' within the Queensland Department of Education in 1992. Within this organisational unit a group which focussed on 'Health and Personal Development' was formed and this group included staff with responsibilities for health, physical education and sport.

Prior to the formation of the Curriculum Branch, curriculum development for physical education was undertaken by staff attached to, or seconded to, the Physical Education Branch. Following the development of the Curriculum Branch, a number of former Physical Education Branch staff transferred to the Curriculum Branch, including some at the suggestion of senior Physical Education Branch staff in an attempt to 'infiltrate' the Curriculum Branch. According to one of the curriculum writers who transferred to the Curriculum Branch from the Physical Education Branch:

> It was thought that we would be able to move into the curriculum (branch) stuff without being undermined by the "theorists". But I think that I disappointed George (Hay) a little because I became hooked on the conceptual model which he didn't like at all. (Curriculum Branch 1, 1995)

The last two of the unsuccessful attempts at physical education curriculum renewal that were identified and discussed in the previous chapter (the 1987 trial *Physical Education Syllabus and Guidelines* and the 1990 *P-10 Health and Physical Education Framework* and the related syllabuses for Health Education and Physical Education), were both products of staff from the Curriculum Branch. In addition to promoting a new conceptual model for physical education, the staff of the Curriculum Branch had attempted to redefine the aims and purpose of physical education in Queensland primary schools. The following five objectives had been identified by staff of the Physical Education Branch in their development of the 1972 curriculum guide:

> The objectives of Health and Physical Education are:
> • to develop physical fitness
> • to develop proficiency in useful and satisfying physical skills
> • to develop body awareness and control
> • to develop social skills
> • to develop attitudes and practices for healthy living.
> (Department of Education, Queensland, 1972a, p. 1)

In contrast, staff of the Curriculum Branch had identified the following six purposes for health and physical education in the 1990 framework document:

> Health and physical education:
> • enables each child to enhance his or her physical development;
> • develops movement skills which enable children to perform physical; activities in a range of environments, effectively, efficiently and safely;
> • can make a positive contribution to each child's cognitive development;
> • can enhance personal development by providing opportunities for each child to experience enjoyment and a sense of competence and accomplishment;
> • assists in the development of those social skills such as communication, cooperation, sharing and interdependence, that are considered important in our society; and,
> • assists each child to choose lifestyle behaviours that enhance well being, leading to improved quality of life.
> (Department of Education, Queensland, 1990a, p. 2)

Following a critical analysis of the physical education curriculum documents developed by staff of the Curriculum Branch and from a further critical analysis of the interview transcripts from members of the Department and the various Curriculum Project Committees (eg. HPESAC and PSCHPE), it was evident that the policy writers had

liberal-idealist views of education (Kemmis, 1986) and a reconstructionist orientation to curriculum development. That is, they had a 'practical' approach to curriculum development (Habermas, 1984) and they were attempting to change practice by changing the ways physical education was understood by teachers. However the two attempts at curriculum reform which have been attributed to staff in Curriculum Branch failed to achieve this and both of these attempts did not proceed to full implementation. This was reported by several current Curriculum Branch staff as being due to the wider changes that were taking place within the Department which had resulted in the adoption of different organisational structure; for example, the adoption of the P-10 curriculum framework reportedly resulted in the *Physical Education Syllabus and Guidelines Years 1-7* becoming redundant (refer Chapter 6).

However, the Minister for Education at this time indicated (during a 1996 interview) that he was appalled that this had been the interpretation of the staff of the Curriculum Branch and that in his view, there was no reason why the curriculum renewal process for primary school physical education, which was being advanced through the *Physical Education Syllabus and Guidelines Years 1-7*, should have been interrupted by the release of the P-10 curriculum concept. Furthermore, the former Minister indicated that the syllabus development that followed the release of the *P-10 Health and Physical Education Framework* concept should not have been interrupted by any of the Government initiated reviews of Education in the early 1990s, including, Viviani (Department of Education, Queensland, 1990), Hughes (Department of Education, Queensland, 1991), and Wiltshire (Department of Education, Queensland, 1995):

> I was aware as Minister of Education that this (the P-10 Health and Physical Education document) was done and it was up to the educationalists in the Department to get on with it. There is no excuse why these (the P-10 inspired syllabuses) should have been held up. When we did our first review (Hughes Report) the idea was to get on with it (the implementation of the P-10 materials). They had no excuse not to get on with it. (former Minister of Education, 1996)

It has also been noted, in Chapter 6, that there was significant resistance from teachers to the introduction of the *Physical Education Syllabus and Guidelines Years 1-7*, and

the changes it promoted. In addition, Chapter 6 identified resistance from the staff of the former Physical Education Branch to the proposed new syllabus and, in the event that the *Physical Education Syllabus and Guidelines Years 1-7* had proceeded to full implementation, these staff members would have had the task of implementing the new policy in schools. Thus, overall, there is much evidence to suggest that the staff of the Curriculum Branch had either an inflated view of their power to influence primary school classroom teachers or a poor understanding of the relationship between theory and practice in the primary school sector. Perhaps more significantly, they had also failed to deal with the question of why the possibility of change would be opposed by teachers or by those who might be responsible for implementing it.

Several former members of the Physical Education Branch reported that the staff of the Curriculum Branch had "lost touch with schools" and that they failed to understand the social and political context of Queensland schools. Following an analysis of the document development process reported in Chapter 6, it was evident that since the mid 1970s, curriculum change had been initiated following Departmental reviews and that occurrences from outside Queensland have increasingly been more influential on the outcomes of policy and curriculum development in this State. Furthermore the curriculum writers have frequently used terms that were not understood or accepted by teachers, for example "moving with control in the air" (Department of Education, 1987a) and "integrating ideas" (Department of Education, 1990a), and a number of former curriculum writers have conceded that this has been a source of resistance to change at the school level. According to a "confidential" report released in 1996 (du Rietz, 1996, p. 24), the concerns indicated above have continued in the 1990s:

> Many support the theory that officers in the Studies Directorate (the bureaucratic unit that subsumed Curriculum Branch) have lost touch with reality. There are many complaints (from principals and teachers) that the materials (circulated by the Studies Directorate) do not meet the needs of those at the 'coal face' because it is either too far removed from the real world, or too academic, or that there is so much material produced that the recipients are swamped with information.
>
> It was reported that classroom teachers see the Department and the (Studies) Directorate as being in a state of 'constant confusion' and that there is a lack of certainty and integrity with regard to what the

Department and/or Directorate says will happen.

While the development of curriculum and other documents that were identified in Chapter 6 (an interpretivist perspective) may on the surface appear to have occurred in the order of their publication, this was not necessarily the case. It was evident from a critical analysis of the data that many of these documents had been developed by different groups much earlier and that they had been introduced when the opportunities for change arose. For example, according to several former policy writers, the splitting of health from physical education had been decided as early as 1978 during the development of the *Health Curriculum Guide Years 1-7* but this was not formally revealed in policy until a decade later.

In summary, the previous discussion has identified some of the understandings and interests of the staff of the former Curriculum Branch who had the responsibility for physical education. Some current and former Curriculum Branch staff members have reported that they had attempted to reconstruct physical education and that in this reconstruction they promoted health and lifestyle as the overarching purpose of physical education. A critique of the understandings of the former Curriculum Branch staff suggests that they perceived curriculum development as a practical task irrespective of its practical outcomes. Furthermore, critical analysis of evidence indicates that throughout the study period policy development for physical education was increasingly carried out at a distance from practice.

Despite the inability of the Curriculum Branch staff with the responsibility for physical education in Queensland to change or influence physical education practice in primary schools, they have developed a national reputation in curriculum development, as evidenced in their successful tender to manage and write the national profile for Health and Physical Education for the AEC (AEC, 1994a). Paradoxically, they also have a reputation for developing curriculum documents which fail to proceed through to full implementation.

Classroom Teachers

The empirical data, reported in Chapter 5, has indicated that, contrary to the Department's policies as prescribed in the *Health and Physical Education Curriculum Guide*, classroom teachers had little or no involvement in this curriculum area. Furthermore, a comparison of the 1993 data with that obtained in 1983 by Tainton Peckman and Hacker (1984a) reveals that the classroom teachers' involvement in physical education has significantly declined over this decade. In a study of the Daily Physical Education program in Queensland in 1988, Kirk, Colquhuon and Gore (1988) have reported that there was a widespread belief amongst classroom teachers, particularly among women classroom teachers, that generalists simply do not have the knowledge to teach physical education skills. The responses from a number of classroom teachers and principals, who participated in the empirical research in 1993 (which was reported in Chapter 5) were consistent with these findings with many of the respondents indicating that the lack of involvement of classroom teachers in physical education was due to their lack of skills and expertise in teaching this area.

However, a more frequently expressed reason for the non-involvement of classroom teachers in physical education by the specialist and generalist teachers and by the principals who participated in the empirical research was the reported demands created by the congested nature of the primary school curriculum. In this context, classroom teachers have abrogated their responsibilities in some curriculum areas so that they were able focus on others. It has been reported that physical education was perceived as an area that they could ignore because it was being taught by the specialist physical education teacher and this practice was condoned by principals and physical education specialist teachers. It is also important to remember that it was evident from the empirical data reported in Chapter 5, that, due to specialist teacher staffing levels, the specialist contact per class was limited to one lesson per week.

The empirical data also revealed that many schools had decided that classroom teachers should have 'non-contact' time when their class was being taught by a specialist teacher. As a consequence, classroom teachers were often not aware of what was occurring in their classes' physical education lessons and they had no information or

understandings for implementing any follow-up experiences to that provided by the specialist teachers. As reported earlier, non-contact time for classroom teachers during specialist lessons became Departmental policy in 1996. While this more recent policy decision does not necessarily contradict the existing policy, that classroom teachers have the major responsibility for their classes physical education, it diminishes the likelihood of this occurring.

A critical examination of the findings from the empirical research reported in Chapter 5 would question the assumptions being made by classroom teachers with regard to their involvement in physical education. While we may need to accept the decision that they will have non-contact time when their class is being taught by a specialist teachers including the physical education specialist teacher, this does not preclude the classroom teachers' involvement in physical education at other times. In Queensland, as in most states and territories of Australia, primary schools are organised on the basis of a pastoral system. Children are assigned to a particular grade and class, and a teacher who is responsible for all of the areas of curriculum is appointed to that class. The role description for the specialist physical education teacher, which was discussed in Chapter 3, was constructed on the basis of this policy. According to current senior curriculum branch staff, it was never intended, nor has it become Departmental policy, that classroom teachers would not have the major responsibility for their class' physical education.

Similarly, the attempts at curriculum renewal for physical education in Queensland, which were identified in Chapter 6, were firmly grounded in the pastoral system. These documents were also based on the classroom teacher being the principal teacher of physical education and this is one of the reasons why these attempts failed in practice, particularly the attempts during 1983-85 (15/30 Daily PE) and 1987 (trial *Syllabus and Guidelines for Physical Education Years 1-7*). However, it would be inappropriate to lay fault only with the classroom teacher and there are several valid reasons for their non-involvement as they attempt to meet the increasing demands placed on them from an increasing number of areas (including, computers and technology, LOTE, screening tests for mathematics and English, human relations' education, and social justice and

equity). This may suggest that the Department of Education needs to debate the issue of whether to continue with subject and teacher specialisation in primary schools or whether to continue with the current organisational structure which is based on a pastoral care concept.

In addition to the reported lack of success of staff from the Physical Education Branch and the Curriculum Branch in redeveloping the physical education curriculum for Queensland primary schools, the interpretivist research, reported in Chapter 6, has identified difficulties in the development and teaching of lessons in health education. In 1983, following extensive trialling, which included the significant involvement of classroom teachers, the *Health Education Curriculum Guide Years 1-7* was approved and distributed for full implementation. In 1988 this was complemented by the widespread distribution of 27 source books which provided classroom teachers with lessons plans based on the health curriculum guide. The sourcebooks were developed and distributed in response to a Departmental evaluation of health education in Queensland primary schools in 1983 (Tainton, Peckman & Hacker, 1984b) which identified sourcebooks as a high priority. However, according to a number of former policy developers, neither the health curriculum guide or the health education sourcebooks has resulted in any increase teaching of health education in Queensland primary schools. According to a current senior policy writer, this lack of success is a reflection of the

> value judgment(s) teachers place on subjects and the use of their time in the curriculum and primary schools. That's also reflected by the priorities that the Department of Education announces in their corporate plans. Language is up. Literacy, numeracy, supportive school environments, etc, are the current priorities (Curriculum Branch 1, 1995).

The responses of teachers and principals to open-ended questions which were included in the questionnaires distributed as part of the empirical research were consistent with this view. The empirical data indicated that both health education and physical education had a low priority at the school level and this precedent raises questions of whether a new syllabus for physical education or health education or health and physical education might be accepted by teachers.

In part, it could be argued that preservice programs which the classroom teachers have completed have contributed to the low status of physical education in Queensland primary schools. This issue will be examined in a later discussion of Staff from the former Brisbane CAE and universities. However, it is appropriate to indicate here that teacher educators have not convinced emerging teachers of the potential contribution physical education can make at the primary school level. Interestingly, the empirical data reveals that classroom teachers were more than happy to be involved in sport, by providing transport, scoring, acting as a referee and these tasks were usually undertaken on a Friday afternoon. According to some teachers who participated in the empirical research, Friday was a half-day and the working week ended at lunch time on Friday when they left school to take a group of children for sport. In addition, many classroom teachers perceived this participation in sport by those children who were selected to be in a team as their class' physical education.

In summary, the previous discussion has provided a critique of the understandings and interests of the classroom teachers in Queensland primary schools. Ironically, while classroom teachers appear to have been powerless in curriculum development, they exercise significant power in terms of curriculum implementation. A critical analysis of the data suggests that the professional concerns of classroom teachers have been increasingly focussed on classroom-based learning experiences and, in particular, with reading writing and arithmetic. In this context physical education, and a number of other subjects, including music and visual art, have become marginalised.

Furthermore, Chapter 6 identified three attempts at curriculum renewal for physical education in Queensland primary schools between 1983 and 1991 which involved many schools and hundreds of classroom teachers. In addition, Chapter 6 reported that classroom teachers had a significant involvement in the development and trialling of the *Health Education Curriculum Guide* (Department of Education, 1983) and the *Health Education Sourcebooks* (Department of Education, 1988). However, a critical analysis of the data suggests that the 'practice' of classroom teachers in physical education in Queensland primary schools has for the most part remained unchanged throughout the period 1970-1993. This is a concern for those contemplating curriculum renewal for

physical education in the future. Proponents of a critical view of curriculum development (for example, Carr & Kemmis, 1986) would argue that it is classroom practice which legitimates policy development and that staff of the Curriculum Branch have failed to recognise this.

Physical Education Specialist Teachers

The empirical data of the sample schools reported in Chapter 5, indicates that 92% of Queensland primary schools were serviced by a physical education specialist teacher and that these teachers played a dominant role in those schools with regard to the development and implementation of their physical education programs. Chapter 5 has also documented that the dominant activity of the surveyed specialist teachers was teaching physical education lessons, which accounted for at least 85% of their professional time. Typically, this time was used to provide one physical education lesson per week for each class at each of the schools they visited. The specialist teachers who often taught 900 hundred or more children per week, were usually required to service a large number of primary schools. It has also been noted in Chapter 5, that these roles were not consistent with the Department of Education's policy document from 1970 to 1993 (the 1972 *Health and Physical Education Curriculum Guide*), which stated that the specialists act as advisors to the classroom teachers rather than as teachers of primary school children. Classroom teachers and principals often saw the specialist physical education lessons as 'non-contact' time for the generalist teachers and classroom teachers have resisted attempts to get them back in front of their class for physical education.

The interpretivist analysis of the policy writers' views of the development of the 1972 *Health and Physical Education Curriculum Guide,* which was reported in Chapter 6, revealed that the inclusion of role statements for both specialist and generalist teachers had been an attempt to address concerns that had been identified by the staff of the former Physical Education Branch. This included the increasing adoption by the physical education specialist teachers of a teaching role rather than an advisory role. It has also been noted in Chapter 6, that, paradoxically, as the number of physical education specialists increased in Queensland primary schools, the more difficult it

became to implement the Department of Education's policies. This view was consistent with the interim conclusion reported in Chapter 5 from the empirical research. Chapter 5 revealed that the *Health and Physical Education Curriculum Guide* had been most unsuccessful in terms of achieving the Department's policy with respect to the roles and responsibilities of teachers in primary school physical education. Furthermore, this chapter revealed that the role of the physical education specialist teachers in Queensland state primary schools has remained unchanged since the early 1970s.

According to the current policy writers for physical education, the 'official' policy regarding the roles of specialist physical education teachers in primary schools has remained as prescribed in the 1972 document. Indeed, it was reported in Chapter 6 that all three of the attempts to replace the *Health and Physical Education Curriculum Guide* were based on the premise that the physical education specialists would have an advisory rather than a teaching role. During the 1980s, staff of the Physical Education Branch were, according to a former staff member, actively promoting the advisory role through their inservice programs:

> Are You a PET or a PERT? was the title I used for my workshop. PERT was Physical Education Resource Teacher and PET was Physical Education Teacher. When I was on circuit I was never anyone's PET (PE Branch 6, 1996).

A critical analysis of the empirical data reported in Chapter 5 suggests that the physical education specialists have had significant freedom to construct and maintain their own position descriptions in Queensland primary schools. While many of the responses from the specialist teachers (reported in empirical research in Chapter 5) indicated that there was an urgent need to review the role of physical education specialists in schools, few have taken the opportunity to critique their own practices and to bring about change within their own spheres of influence. According to a former member of the Physical Education Branch:

> The problem was that we had so many phys-eds (physical education specialist teachers) that the circuits got smaller and smaller and at some schools they had their own phys-ed. But it happened (the adoption of the Department's policy on roles) in some areas. When I had a circuit I met with the teachers and read out the policy and said this is the way we will

> do it. And they accepted it and it happened. It would have happened (throughout Queensland) if the specialists had stuck to it (PE Branch 6, 1996).

However, many of the specialists had embarked on teaching careers to be teachers of school students rather than to be advisors working with classroom teachers and principals. More specifically, they had chosen physical education because they were physically active, and enjoyed the outdoors (Abernathy, Macdonald & Bramich, 1997). The adoption of an advisory role would involve them in substantial sedentary administrative functions carried out in isolation and, more often than not, indoors. In addition, many of the physical education specialist teachers had not been prepared by their college or university pre-service courses for an advisory role. Instead, these courses had invariably developed their skills and understandings in teaching physical education to school students and not for working with adults (teachers) in curriculum development. Furthermore, interviews with many staff from from the former CAE and universities indicated that the policies contained in the 1972 curriculum guide were not examined in detail or critiqued in the light of current practice (these criticisms will be examined further in a later discussion of staff from Brisbane's former CAE and universities).

The above critique of the specialist teachers needs to be read in the context of the wider forces that have constrained the specialist physical education teachers. While it could be argued that in some schools, and in some Education Regions, the specialist physical education teacher had a high degree of autonomy, this would not be true for all schools or for all Regions. A former staff member from the Physical Education Branch indicated during our discussions that,

> the late 1970s was a period in which we had an expansion of PE teachers and at the same time a period when the (Queensland Teachers') Union started to argue for non-contact time for classroom teachers and so the role change never happened (PE Branch 7, 1996).

However, it is evident that decisions about non-contact time and decisions about the role of teachers in physical education, particularly at a school level, were not necessarily linked but that they were separate issues that occurred at the same time. That

is, they are not dichotomous issues and classroom teachers and physical education specialists should have been attempting to achieve a balance in the resolution of both concerns. The following approach to resolving this issue is but one possibility.

In a (mythical) Central Queensland school, at which there are three classes at each year level, the PERT has developed a school-based program in partnership with the classroom teachers. The specialist teacher has also acquired the necessary equipment for the implementation of this program and the school's Parents and Citizens group has been very successful in developing the facilities required. The physical education program has been built around the concept that all of the classes have three physical education lessons per week and that all of the classes at the same year level are scheduled for physical education at the same time. Those classroom teachers who have chosen to participate in this program, have the main responsibility for implementing all three of the physical education lessons. The specialist is also in attendance at all three lessons and he or she moves from group to group dispensing advice and support as required. This may include demonstrating new skills or teaching some aspects of the lesson that a classroom teacher is not familiar with. Prior to the lesson, the specialist has checked the equipment and readied it for use. The above is consistent with the Department of Education's policy regarding the role of classroom and specialist teachers and it has the potential for providing three high quality physical education experiences per week. The non-contact time issue is recognised as a separate issue which is partly resolved as follows.

Following the adoption of the non-contact time policy, staff of the school attempt to identify how classroom teachers can be provided with the equivalent of two hours of non-contact time each week. One of the possibilities suggested is that rather than attending all three of their class' physical education lessons each week that they absent themselves from one of them and that the remaining two classroom teachers accept the responsibility for teaching all of the students that are scheduled with support from the specialist teacher. This proposal is accepted but it is understood that this would not be appropriate for all content areas and that there will be weeks when this would not operate.

In addition to the previously discussed concerns about the reluctance of physical education specialists to actively critique their role in schools, the specialists can also be questioned on a number of other grounds. For example, the empirical data provides suggests that few schools had a school based program (less than 40%) and that this had also been identified as a concern by a Departmental evaluation of primary school physical education a decade earlier (Tainton, Peckman & Hacker, 1984a). Furthermore, the empirical data (reported in Chapter 5) has revealed that not all of the areas of content identified in the 1972 curriculum guide were implemented in primary schools and, for example, that dance and gymnastics received little emphasis. In addition, the physical education specialists' responses indicated that sport dominated most primary school physical education programs.

Chapter 5 also revealed that many of the physical education specialist teachers reported that 'health' was the responsibility of the classroom teachers and that this content area was not considered by the specialist. However, the empirical research (reported in Chapter 5) has provided evidence that this arrangement has created an artificial division between 'health education' and 'physical education' which was contrary to the relationship suggested in the 1972 curriculum guide. In addition, the development of a symbiotic relationship between 'health' and 'physical education' was central to the three failed attempts at curriculum renewal that were identified and discussed in Chapter 6.

The empirical data also provided evidence that specialist teachers were responsible for coaching teams for inter-school and inter-region sport and for organising and implementing outdoor education and camping programs. As a result specialists were frequently absent from schools during those periods when they were conducting school camps or when they were away supporting and supervising teams participating in inter-regional or inter-state sport. For some specialist teachers, this was reportedly as much as 60% of Term 2 and Term 3 and some specialists indicated that, during their absence, the physical education lessons were cancelled. According to the responses from principals, the specialist had volunteered for these duties because they were activities in which the teachers had a personal interest. However, it could be argued from the policy

documents that the specialists' decision to volunteer to be involved in camping, or competitive sporting fixtures, was inappropriate if the consequence of their involvement in these activities meant that there would be no physical education for the rest of the school when they were absent.

The previous discussion has provided a critique of the interests of the physical education specialists teaching in Queensland primary schools. While it is apparent (from the empirical and interpretive data) that the physical education specialists were hardworking and committed teachers, it was evident that their programs did not always reflect the Department's attempts in 1972 to reconstruct physical education as a subject which contributes to the broader goals of primary education. Instead, many specialists have promoted the children's sporting skills and the development of fitness and largely ignored the broader spectrum of interests of those involved in curriculum development for physical education. For example, the physical education specialist teachers have been reluctant to promote 'health' as a significant component of their professional work.

This critique of the physical education teachers' understandings has also suggested that the majority of the physical education specialists have rejected the role statements that were provided in the 1972 curriculum guide. Furthermore, this rejection has been condoned by classroom teachers and principals and, more recently, this has been legitimised by the adoption of a non-contact time policy by the Department of Education. While it could be argued that between 1970-1993 the specialist and other teachers were simply negligent in rejecting the role statements, a critical analysis would attempt to understand why this action was taken. For example, a critical understanding would be concerned with the question of whether the 1972 document and the role statements were "legitimate" (Habermas, 1972). This and other critical issues will be discussed in the concluding discussion ('An Analysis of the Critical Understandings').

Principals

The empirical data (reported in Chapter 5) has provided evidence that from 1970-1993, the principals have condoned the continuation of a teaching role by the physical

education specialist teachers despite the inclusion of a directive in the 1972 curriculum guide that they would have an advisory and supporting role. However, in 1993, and to a lesser extent in 1983 (Tainton, Peckman & Hacker, 1984a), there was an overwhelming indication from the principals that the specialist teachers' role in primary schools should be reviewed. Furthermore, the empirical research has documented that the principals wanted the specialist to change their role to that of an advisor to the classroom teachers, as prescribed in the 1972 curriculum guide, and that they also wanted the physical education teachers to be supporting classroom teachers in the development and implementation of their health education programs and lessons. Clearly there has been a significant discrepancy in the way principals have wanted to change class teachers' practices and their success in doing it.

The research reported in Chapter 5 has also identified the principals' desire for the aims and purposes of physical education in primary schools to be reviewed by those staff of the Department of Education concerned with curriculum development. This was linked by the principals to the need for a new physical education curriculum document which many principals had reported was overdue. This was also consistent with the principals' concerns about the need for primary schools to develop school-based physical education programs. According to principals, the new syllabus, or curriculum guide for physical education should provide greater detail regarding the development of a Year 1-7 physical education program and in their view this had not been adequately covered in the 1972 curriculum guide.

While the principals have had the capacity to enforce the Departments' policies regarding the role of specialist and generalist teachers in physical education, it is clear that few have have done so. Tensions created by other priorities and other school needs, for example, in school sport, school camping, demands from other curriculum areas, and, more recently, the adoption of a non-contact time policy, have made principals reluctant or unable to do so. Furthermore, the principals were aware that the Department of Education's priorities were not in physical education but in literacy and numeracy. Thus, most principals allowed classroom teachers and specialist teachers to construct their own practices irrespective of the Department's policy. However,

according to a number of former and current staff from the Physical Education and Curriculum Branches they had expected principals to ensure that their policies and directions were implemented.

The previous discussion has critiqued the interests of the principals of Queensland state primary schools. This analysis suggests that principals have been more concerned with administration rather than the management of education and that pragmatic bureaucracy counted for more than policy direction. Furthermore, this critique of the principals' understandings has identified the limitations of the power of the principals to implement curriculum change at the primary school level.

Ministers for Education

There were seven Ministers for Education between 1970 and 1993; Fletcher (1968-74), Bird (1975-79), Gunn (1980-82), Powell (1982-87), Littleproud (1987-1989) Comben (1989-91) and Braddy (1992-95). The first five Ministers were 'conservative' members of Queensland State governments (Liberal-National Party Coalition or the National Party in the case of Littleproud) while Comben and then Braddy were Labor Ministers for Education following the change of government in 1989 after 42 years of conservative rule (1957-1989)[1].

The Minister for Education from 1982-87, was added to the participant list for the interpretive research (reported in Chapter 6) following an indication from staff of the Department of Education that the reconceptualisation of curriculum development for schools from a primary (P-7) and secondary school (Years 8-12) mix to P-10 plus senior school (Years 11 and 12) was the result of a 'ministerial' from Lin Powell in 1984. This ministerial directive had preceded the development of the "Inter-divisional P-10 Syllabus Review Committees" for a range of curriculum areas which were established by staff in the Curriculum Branch in 1986. Paul Braddy, the Minister for Education from 1989-93, was included in the discourse community to described his interpretations of the abandonment of the P-10 framework which, according to staff from the Curriculum Branch, was reportedly due to his, and the new Labor Government's, support for the federal Labor government's National Curriculum

Project.

The Ministers for Education identified above were key participants in the process of policy development in the Queensland Department of Education because,

> the Westminster system of parliamentary democracy is based on the proposition that governments answerable to the people decide policy and the public servants implement it (Fitzgerald, 1989, p. 129).

That is, under the Westminster system the Minister legitimates state power. A former conservative Minister for Education (interviewed in 1996) described the process as follows:

> I would meet weekly with all of the Directors (for example, the Director-General, the Regional Directors, the Director of Primary Education, the Director of Curriculum Services, etc) on Cabinet day. Following Cabinet I would tell them (the Directors) any decisions from Cabinet which impinged on education and then I would require an informal report, from each of them, of what their section of the Department was doing on a weekly basis.
>
> I was very active in policy formulation. Any time there is (was) a change of policy, if there was a change to health and phys-ed, or if there was a change to English, or maths or social studies or science, they always had to go through me as Minister, for Cabinet approval, before it can be approved (for use in schools) and I think that is right. We live in a democracy and we live in the Westminster system. Our Government was very strong on that. You didn't change policy within the Department unless it was approved by the Minister and the Cabinet. (Minister for Education 1, 1995)

The former Minister quoted above has been credited, by several senior Department of Education bureaucrats who were interviewed as part of this study, with initiating the development and trialling of a number of 'Senior Colleges' (Years 11 and 12) in Queensland and with the development of the P-10 concept. However, in response to a question of whether the Ministers' involvement in policy formulation extended to specific syllabus development, the same former Minister responded:

> My involvement in syllabus development was probably minimal. If I felt that there needed to be a change, I would talk to the Directors first, or the Director-General first. The methodology was this. If I perceived a change was necessary, and that would usually come to me from the teachers, or from someone around the place, I'd then talk to the Director-General firstly, to get his reaction. If his reaction was very very anti, well I would

> usually back off, because of the three Director Generals that I served with, each of them was a professional. None of them in my view pushed his own barrow. They were all professionals and they would look at any subject with totally open minds.
>
> If I went to them and said look I think in schools we ought to be doing A, B or C, they would say oh don't be so stupid and they would give their reasons. If they were immediately antagonistic to the idea I would just back straight off and say OK, thanks for your view. But sometimes they would say yeah and music was one area in which I had some influence.
>
> The two or three areas of syllabus I suppose I had most influence in were maths and English and music. (Minister for Education 1, 1995)

And in response to the question of "Did you have any involvement with staff involved in curriculum development in physical education?":

> I wouldn't have had any direct dealings with the Physical Education Branch or in physical education syllabus development.
>
> Now George (Hay) used to pop along every so often but he would never talk to me about PE. He was always on about major sporting events. His big thing was always the state primary schools' sports and athletics carnivals and the high schools, (or) secondary schools sports carnival.
>
> Nobody put pressure on me about physical education. A Minister is extremely busy. Sometimes they are kept that way by the public service. We had a lot of squeaky wheels (to attend to in the Department of Education) and phys-ed wasn't one of them. People didn't keep complaining about the lack of phys-ed in schools. They kept complaining about the fact that children couldn't add up and take away and what the heck were you doing about it.
>
> When I was Minister there was really no controversy about phys-ed and as a Minister you are generally working on crisis management all of the time. You are really trying to keep the lid on things and you learn very quickly, that its much better to let (other) people raise it rather than open the lid yourself. I guess I opened the lid on a few things. I did on music, I did on P-10, I did on the Senior College. (Minister for Education 1, 1995)

The Minister for Education quoted above, indicated during our interview that he believed that all of the other Conservative Ministers between 1970 and 1989 would have had a similar involvement to his with regard to policy and syllabus development.

While recognising the strengths of many of his peers, he indicated that many of them were less familiar with primary schools, and the pressures on classroom teachers, than he was. He regarded Val Bird as having particular difficulties as the Minister for Education because "the bureaucrats started to rule him and they took over".

Discussions with a former Labor Minister for Education revealed that his involvement in curriculum or syllabus development was similar to that suggested above. That is, that while he was involved with broad policy initiatives he was not involved at the syllabus or curriculum planning level. This former Labor Minister for Education also indicated that he was provided with copies of new curriculum documents following their development. It was evident from the interviews with the selected former Ministers, that all of the Ministers for Education from 1970 to 1993 had relied heavily on their Director-General and their senior bureaucrats, and that many policy and syllabus changes were not necessarily forwarded to the Minister for approval by Cabinet. It was also evident that public servants were able to argue that many changes were being made within the existing ministerial guidelines and consequently were not required to be referred to the Minister or the Cabinet for further approval despite the responsibilities of Ministers operating within the protocols established by the Westminster system that were briefly described earlier. The Fitzgerald Inquiry (1987-89) revealed that this practice was widespread in Queensland Government Departments (Fitzgerald, 1989).

However, it was in this context that Labor came to power in 1989 and, according to Burke (1993),

> during its first term (1989-92) Labor ran with two agendas. On one hand it presided over an all encompassing restructure of the administration of the State education system. This restructure was driven by its commitment to public sector management reform, consistent with the economic rationalist and corporate managerial policies pursued by the (Labor) Federal Government.
>
> On the other hand it set about achieving a decentralised Department of Education, and the operation of the State education system through a policy of devolution of decision-making at the local level (p. 1).

While the evidence presented by Burke suggests that these structural modifications

were achieved by Comben and Braddy, it can be argued that these changes had little or no impact on curriculum renewal or curriculum implementation at the secondary or primary school level between 1989, when they came into office, and 1993. For example, the policies and practices for physical education in Queensland primary schools remained unchanged and the 1972 physical education document remained current throughout this period despite the development associated with the *P-10 Health and Physical Education Framework* document which was published in 1990. Furthermore, evidence from a former Labor Minister, presented in an earlier discussion ('Staff of the Curriculum Branch'), suggests that the bureaucrats had continued to operate outside of their terms of reference by not informing the Minister of those changes they had brought about which were outside of the parameters that had been approved by Cabinet.

In summary, the previous discussion has identified and critiqued some of the interests of the Ministers of Education in Queensland from 1970 to 1993 and their understandings of the curriculum development process. This analysis suggests that some Ministers held the view that the Queensland government exemplified the Westminster tradition and that the Minister and the Cabinet legitimates power. Accordingly, the Ministers for Education believed that they, and the Queensland cabinet, were responsible for all decisions regarding educational policy. As one former Minister indicated; "Any time there is (was) a change of policy, if there was a change to health and phys-ed, or if there was a change to English, or maths or social studies or science, they always had to go through me as Minister, for Cabinet approval". However, a critical analysis of the data would suggest that while the Ministers may have been involved in setting or suggesting overall policy direction, specific policy decisions, including those concerned with curriculum development, were determined by the bureaucrats. This included decisions about policy renewal for primary school physical education.

Furthermore, this critical analysis has indicated that in response to the electorate the Minister of Education had little concern for physical education. As one former Minister reported; "People (including those within the Department) didn't keep complaining

about the lack of phys-ed in schools. They kept complaining about the fact that children couldn't add and up and take away". Consequently, they had little reason to be concerned about physical education and for the most part chose to remain unconcerned.

Physical Educators from Brisbane's Former CAEs and Universities

This discussion concerns those staff members of the former colleges of advance education (CAE) and universities in Queensland who were involved in preparing teachers for teaching physical education. According to staff from the former Physical Education Branch and the Curriculum Branch, their contact with the staff of the former CAE and universities was, usually, limited to staff in institutions located in Brisbane and a number of current and former staff members from the Brisbane tertiary sector who were identified by the discourse community. Consequently, this discussion is limited to physical educators from Brisbane's former CAE and universities.

In 1998 there were four universities in the Brisbane metropolitan area: the University of Queensland, Queensland University of Technology, Griffith University and the Australian Catholic University (McCauley Campus). However, this range of universities is a relatively recent phenomena and prior to 1991 the University of Queensland was the only university in Brisbane and one of only two in Queensland (James Cook University had been established in Townsville in 1968). The Queensland Institute of Technology (QIT), which offered courses in engineering and technology, was also located in Brisbane.

In the early 1950, when Queensland's first syllabus for physical education was published (Department of Public Instruction, 1952), preservice programs for secondary school teachers were provided by the University of Queensland and preservice programs for primary school teachers by the Queensland Teachers College (QTC). The QTC, which was located at Kelvin Grove, was part of the Queensland Department of Education and 'lecturing' staff were transferred to, or seconded to, the QTC from schools as required. A number of QTC staff also taught part-time in Brisbane schools. McCauley College, a teachers' college established by the Catholic Church, also provided preservice teacher education programs for primary school teachers.

Up to 1960, primary school teachers in Queensland completed a one year preservice Diploma, which included instruction in teaching physical education. In 1961 this was extended to a two year preservice Diploma and a second teachers college was established by the Department of Education at Kedron Park (Kedron Park Teachers College, KPTC) and the Queensland Teachers College was renamed Kelvin Grove Teachers College (KGTC). In 1964, following the rapid expansion of secondary schooling in Queensland, which had been fuelled by changes to the state's compulsory schooling requirements and which then required Queensland students to complete three years of secondary schooling in addition to seven years of primary, KGTC and KPTC began to offer secondary preservice programs in some curriculum areas. This did not include physical education which had been introduced into secondary schools in 1964 (Allan and Thompson, 1984). However, according to one current teacher educator, who completed his preservice degree in the 1960s,

> each year they selected a bunch of sports people (from the Diploma of Teaching at KGTC) with an interest in sport and gave them an opportunity to come out to uni (University of Queensland) to do PE (Teacher Educator 1, 1996).

At the University of Queensland they completed a three year Diploma of Physical Education. In 1971 preservice programs for teaching were extended to three years and in 1972, the year the current physical education curriculum guide was first published, KGTC offered for the first time a Diploma of Physical Education:

> Sixty (60) students were selected for enrolment in the Specialist Physical Education course at Kelvin Grove Teachers College. This is a three-year, full-time course at which students will be trained to teach Physical Education at both Primary and Secondary schools levels together with one other subject at secondary school level (Queensland Report, Australian Journal of Physical Education, 1972, p. 27).

KGTC's entry into Physical Education was in part in response to the phasing out of the Diploma level qualification, including the Diploma of Physical Education, at the University of Queensland in 1968. According to a former Head of Physical Education at Kelvin Grove, physical education staff of KGTC were mindful of the potential student numbers that would result from the rapidly expanding profile of physical

education in Queensland secondary schools. In 1974, the University of Queensland began offering a three year Bachelor of Human Movement Studies and a four year Bachelor of Human Movement Studies (Education).

Following the Martin Report (Commonwealth of Australia, 1966), which supported the separation of teacher training from the Departments of Education across Australia, in 1975 teachers' colleges in Queensland became autonomous Colleges of Advanced Education. For example, KGTC became Kelvin Grove College of Advanced Education (KGCAE). Further Colleges of Advanced Education were developed in metropolitan Brisbane in the 1970s, including Castledine CAE and Mt Gravatt CAE, and Griffith University was established in 1975. Castledine and Mt Gravatt both offered pre-service teacher education programs which included subject strands in physical education but not physical education specific diplomas. In 1988 the four Brisbane Colleges of Advanced Education were amalgamated as Brisbane College of Advanced Education (BCAE) and, following a process of course and staff rationalisation, all physical education staff operating at the four campuses of the BCAE were required to be located on the Kelvin Grove Campus.

In 1991, after the federal government's enforced restructure of Australia's tertiary sector, the binary system, under which CAE's and Universities had coexisted, was abandoned (Knight, Lingard & Bartlett, 1992). Following a five year transition period, the former CAE were reconstructed as universities. However, those former CAE and universities with less than 5,000 full-time students, or equivalent, were required to amalgamate with other institutions. In Brisbane, the QIT and BCAE, except for the Mt Gravatt Campus, were joined to form the Queensland University of Technology (QUT). Griffith University was expanded to include the former Mt Gravatt Campus of BCAE and McCauley Teachers College became part of the Australian Catholic University. The University of Queensland, Queensland's oldest and, prior to the Dawkin's inspired restructure, Queensland's largest university, remained largely unchanged (Gatton Agricultural College became the Gatton Campus of the University of Queensland). This situation still existed in 1998.

The changes to the tertiary sector that have been summarised above were more than simply a cosmetic name change. In the binary system that existed before 1991, the CAE had, primarily, a teaching focus and the universities had a research and teaching focus (it could be argued that in some areas university staff had a research focus and that their teaching was incidental). Following their reconstruction as universities, the former Brisbane CAE, and the QIT, embarked on developing their profiles in research and, indeed, this was one of the requirements for their successful transition to an autonomous university. In the case of physical education, the former Department of Physical Education of BCAE (which was located at Kelvin Grove) was transformed into QUT's School of Human Movement and preservice teacher education was no longer their primary focus. Based on an audacious building and staff recruitment program, which included the construction of research facilities and the appointment of Professors and Associate Professors, there has been a sharp increase in the quantity of research undertaken by physical education staff at the Kelvin Grove campus and the introduction of a range of new subject units and courses (for example, Bachelor of Applied Science - Human Movement). Thus it could be argued that QUT's School of Human Movement has attempted to match if not surpass the Department of Human Movement at the University of Queensland as Brisbane's (and Queensland's) premier human movement and physical education research and teaching unit (Teacher Educator 4, 1996; Teacher Educator 5, 1996).

The empirical data, presented in Chapter 5, has revealed that classroom teachers were generally less than positive about their preservice courses. Classroom teachers have reported that, in their view, their preservice teacher education courses had failed to equip them to teach physical education and that classroom teachers have gained most of their expertise in teaching physical education following their appointment as teachers rather than through what was provided during their preservice courses. In addition, it was clear from the empirical evidence that preservice programs, and the curriculum documents, had failed to convince primary classroom teachers of the potential contribution of physical education to the primary curriculum and that there was an over reliance on the physical education specialists in planning and implementing physical education.

In response to the above critical comments from the classroom teachers, a number of current and former teacher educators who were interviewed as part of this study, indicated that this could be attributed in part to the small amount of time that was allocated to physical education in the generalist preservice courses. It was evident from the discussions with the former and current teacher educators that as the length of the preservice program has increased over the last thirty years, the amount of time actually allocated to physical education in the preservice courses has decreased.

The view of several teacher educators was that when new classroom teachers were appointed to schools they were "socialised" by the experienced teachers. Consequently, they quickly adopted the prevailing practices, including, the non-involvement of classroom teachers in physical education. Thus, many new teachers, who exit preservice teacher education programs with confidence in their capacity to develop and implement physical education, seldom use these skills when they become teachers.

Despite the above, it was evident from the interviews with the former and current teacher educators that, during the 1970s and 1980s, they had not always provided generalist student teachers with an understanding of the 1972 curriculum guide or what it was attempting to achieve. For example, several staff members from the former BCAE indicated that the policies contained in the 1972 curriculum guide were not examined in detail in their classes nor critiqued in the light of current practice. Instead, it was more usual for them to use selective parts of the document to support their own interests, for example, concerning the weekly time allocation for physical education or the inclusion of some areas of content that they had a particular interest in. By the 1990s the 1972 document was increasingly ignored and in some instances derided. For example, according to one current teacher educator:

> I wave it by (the student teachers in class) and say aren't things a disgrace. This is all we have ... and we haven't had a document operationalised since that time for (physical education in) the primary school (Teacher Educator 2, 1996).

The physical education specialist teachers who participated in the empirical research

(reported in Chapter 5) were also quite negative about their preservice teacher education. The empirical data revealed that their preservice programs were inadequate in providing specialist teachers with skills to teach a number of areas of physical education, including fundamental movement skills, gymnastics, adaptive physical education, camping and outdoor adventure activities. It has been noted, in Chapter 5, that this list was significant because these were the areas in which the classroom teachers had indicated that they required the most assistance.

Furthermore, it was noted in Chapter 5 that the data concerning the specialist teachers' reported proficiencies in teaching the various content areas of physical education had a high correlation with the reported physical education program emphasis in Queensland primary schools. While this may be considered appropriate if schools were attempting to maintain their current program emphasis, it may be a cause for concern in the context of schools (or the Department) attempting to bring about change in program emphasis and teachers' practices. That is, specialist teachers may be reluctant to change in the context that they are already teaching what they are best at and what they were most interested in.

Teacher educators were somewhat surprised that specialist teachers had reported that preservice specialist programs had been inadequate in providing them with skills to teach all areas of physical education. The teacher educators indicated that students had the opportunity to develop their personal skills and teaching competencies in all areas that were listed in the curriculum documents. However, it was evident that some student teachers were able to choose which practical areas that they completed as part of their preservice preparation and that many student teachers selected areas in which they were already competent. Consequently, it was possible to complete a course that did not include opportunities for professional development in all curriculum areas to a level that would be required for a specialist teacher.

With regard to the role of specialist teachers in primary schools, the empirical data has revealed that specialist teachers have expressed the view that they should be developing school-based physical education programs and supporting classroom teachers with their

teaching and with their evaluation; tasks which are consistent with the 1972 curriculum guide. However, the earlier discussion of the Physical Education Specialist has questioned whether the specialists have taken the opportunity to critique their own practices and to bring about change.

As suggested earlier in this chapter, it could be argued that preservice courses have prepared specialist teachers to teach school students rather than to be advisors working with teachers and principals in subject administration and in curriculum development. Teacher educators accepted this criticism but with reservation:

> Yes, we have at times discussed, amongst staff, not the current staff but in the previous years, how we would prepare (specialist) teachers, our students, if they were to take on an advisory role. Really there is a whole set of skills that you need if you were to be an advisor, and to be a coordinator, that aren't part of our under-graduate teacher preparation. We thought about it but the system (Department of Education) hasn't pushed it because clearly the (specialist primary physical education) teachers' work is teaching.
>
> We give the students handouts when they become available, when there was a redefining of the role (of the specialist) over the last couple of years and we had a discussion with the students about that and that this was reinforcing this (the role statements in the 1972 document).
>
> But I think that the Education Department (staff) are kidding themselves if they think that's how teachers see their roles. I think it's probably a little bit of an hypocrisy in the Education Department (Teacher Educator 2, 1996).

Thus, teacher educators could be seen to have responded to practice rather than policy and consequently preservice programs were constructed on the basis of the skills and understandings that they have believed teachers currently require to fulfil their professional roles. In the context of the Department of Education attempting to bring about change this is a significant issue.

The interpretivist research (Chapter 6) has provided some understanding of the involvement of teacher educators in the process of curriculum and policy development for primary school physical education in Queensland from 1970-1993. The evidence

reported in Chapter 6 also indicates that the 1972 curriculum document was a product of the staff operating within the Physical Education Branch and that teacher educators were not formally included in its development. However, input was sought from an informal network of teacher educators that had existed prior to 1972. The influence of the university 'experts' was dismissed by staff of the former Physical Education Branch. According to a former senior member of the Physical Education Branch, "we had read the same books" as the teacher educators and "they were not influential with staff of the Physical Education Branch" (PE Branch 5, 1995) .

Following the transfer of responsibilities for curriculum development for primary school physical education from the Physical Education Branch to the Curriculum Branch in 1986, committees with responsibilities for specific syllabus or curriculum development were required to formally involve individuals, including teacher educators, from outside the Curriculum Branch. However, according to one teacher educator who responded to an interview question about his representation on Departmental committees:

> For quite a while there was a separation of the colleges from the Education Department, when the colleges separated from the Department and I don't know how welcome we were on some of those committees. There was an attempt to separate the (teacher) educators (in higher education) from the employers (the Department of Education). (Teacher Educator 4, 1996)

Interview evidence from both the Curriculum Branch and teacher educators supports the view that there were at least two teacher educators on the committees constituted for the 1987 *Physical Education Syllabus and Guidelines Years 1-7* and the 1990 *P-10 Health and Physical Education Framework*. In addition, while some teacher educators were on the three curriculum development committees as representatives from the tertiary sector, others were committee members as representatives from their professional associations, for example, ACHPER. However, their position on the committees, according to several of the teacher educators who were interviewed as part of this study, was "tokenistic". Speaking about his role on the 1987 *Physical Education Syllabus and Guidelines* committee, one teacher educator indicated:

> It was tokenistic. It was virtually completed. It didn't matter what we said, it was just put through, and that was the end of it. And I was so pissed off with it. In fact I felt disempowered by the fact that I wasn't given any say into its development. They (Curriculum Branch Staff) thought they were in charge, this is our thing, they just want(ed) ratification from the people who were in higher education. (Teacher Educator 4, 1996)

And his involvement on the P-10 HPE Reference Committee:

> It was already written and done and it actually came to the committee in this form (the published format) so really we didn't have much input into it. It was an Education Department concept which I think was pretty badly done because as well as a lack of higher ed(ucation) input in this process there weren't many teachers involved. (Teacher Educator 4, 1996)

The overall responses from the teacher educators, who were interviewed as part of this study, indicated that they believed that their involvement in curriculum development for Queensland primary schools between 1970 and 1993 had been minimal and superficial. Most of them indicated that they believed that they should have had a much greater involvement. They were generally less than positive about the procedures that had been put in place for curriculum development including the operation of the committees which have been responsible for the development of physical education curriculum documents. A number of the teacher educators have suggested that the Department of Education should, in the future, advertise for tenders to complete any further curriculum development for physical education in Queensland primary schools and that in their view a university based consulting group, which included a significant proportion of experienced teachers, would be able to complete the task within two or three months where the Department's committees have typically taken several years. One current teacher educator expressed the view that:

> the main problem of those Education (Department) committees is (was) that they spent so much time fluffing around with policies and procedures, that by the time they were finished, they had to be redone to meet new policies and guidelines. (Teacher Educator 5. 1996)

In response to the interview question of, "As teacher educators, what influence if any did the various attempts at physical education curriculum renewal have on what you did with student teachers?" the teacher educators' responses generally were "nil" or "very

little". Many of them were not aware of the existence of many of the documents produced in the 1980s. One teacher educator responded:

> I've never seen them (the *Daily 15/30 Physical Education* and the *Physical Education Syllabus and Guidelines Years 1-7* documents). I've never seen those documents before. I don't know why, maybe I've never delved into it? I have been here since '85 (teaching physical education curriculum) and I didn't know they existed. Isn't that interesting? But I bet I'm not the only one. (Teacher Educator 4, 1996)

A small number of teacher educators were not aware that the 1972 curriculum document was still current. Perhaps most significantly, many teacher educators indicated that they had become frustrated by the Department's apparent inability to operationalise a new primary school physical education document:

> You get tired of telling students (about) something that's coming out next year and it doesn't happen. So why bother when you don't know what's going to happen next. It's a credibility thing. You lose credibility (when you tell students) when it's the Department that's not credible. There's a lack of credibility with documentation in primary schools now and that's a big problem. So consequently what's happened is people (teacher educators) have gone their own way. We don't know where the Education Department is at the moment. We don't know where physical education in primary (schools) is at the moment. (Teacher Educator 6, 1996)

Overall, the data suggests that many of the staff from the Department of Education and many of those teacher educators who were responsible for physical education in Brisbane's former CAE and universities, did not enjoy a close professional relationship between 1970 and 1993. It has been noted that during this period teacher educators had constructed their preservice programs and units on the basis of the skills and understandings they believed classroom and specialist teachers required to fulfil their professional roles. This was typically based on their own experiences as teachers, or as students, or what they observed in schools. However, Chapter 6 has provided evidence which indicates that during this period, particularly from 1982 to 1990, the Department had been attempting to bring about change at a number of levels in primary school physical education. A critical analysis of the data would suggest that for the Department to achieve this change teacher educators needed to be involved as active partners in the change process. However, this partnership did not occur. Furthermore, a significant

number of teacher educators were not aware of the nature of these changes or what the implications of these changes were for teachers.

While it is evident that these teacher educators tend to be scathing of staff from the Department of Education, a critical analysis suggests that teacher educators have been less than proactive in primary school physical education policy and practice. For example, given the reconstruction of the former CAE as universities, there has been a paucity of recent research or publications that focus on curriculum development for primary school physical education in Queensland. Furthermore, Queensland's physical education teacher educators have not recently demonstrated their professional interest or competence in primary school physical education pedagogy or syllabus development. By contrast, teacher educators in Victoria (for example, Hickey, 1995; 1997; Tinning, 1996), the Northern Territory (Pettit, 1996) and Western Australia (for example, Taggart, 1996; Taggart, Medland & Alexander, 1995) have challenged and provided insights and discussion about primary school physical education pedagogy or syllabus development in their states.

The interpretivist research has also revealed that staff at the former KGTC, and then the former KGCAE, adopted the view that secondary school physical education was more important than primary school physical education. Former and current staff members have indicated that when the Diploma of Physical Education was introduced in 1972, very few staff indicated their interest in teaching in the specific primary school physical education units: "No one wanted to teach the primary (school physical education) courses" (Teacher Educator 4, 1996). This was attributed, by a number of current former KGCAE staff members, to the increase in status that was associated with lecturing in secondary school units and this reflected the views of teachers in schools. The introduction of secondary physical education in Queensland secondary schools in 1964 not only provided new opportunities for high school students but also for physical education teachers and others (for example, teacher educators and bureaucrats in the Department of Education). For teachers in schools, secondary physical education provided them with a new career pathway through which they could proceed from teachers to subject master to deputy principal and principal. Their teaching methods and the content of their teaching also changed. Secondary teachers were now teaching

theoretical units, in areas such as exercise physiology, biomechanics and the sociology of sport or exercise, in addition to practical subjects.

In Brisbane's former CAE and universities, physical education teacher educators were also provided with new opportunities. At the University of Queensland, the Diploma of Teaching was phased out and replaced by a Bachelor of Human Movement Studies in 1974. This was based on a science 'sub-discipline model' (Kirk, 1989) comprised of the following areas; human anatomy, exercise physiology, biomechanics, motor learning, psychology, sociology, philosophy. At KGCAE, the Diploma of Physical Education, which was introduced in 1972, also included a compulsory strand which focused on the "Scientific Bases of Physical Education". This strand included units in physiology, applied anatomy, exercise physiology, and sports medicine (Durrans & Southgate, 1972). According to the responses from a number of current and former physical education teacher educators from KGCAE and Kelvin Grove Campus of QUT, the 'physical education' course at Kelvin Grove has increasingly promoted the science discipline units at the expense of the pedagogical and curriculum units. As Kirk (1989) has noted, while the careers of many academics have flourished as a result of these changes, it is doubtful whether the student teachers' interests have been served by the scientisation of the physical education courses.

In summary, the previous discussion has critiqued the interests and understandings of the staff from Brisbane's former CAE and universities who were involved in physical education and preservice teacher education courses. This group has responded to criticisms reported from classroom teachers (in Chapter 5), regarding their preservice preparation for physical education, by suggesting that the time allocated to physical education within these courses has been too limited. Furthermore, they have reported that student teachers seldom used the skills they developed in physical education curriculum and pedagogy when they were employed as teachers but instead quickly adopted the existing practice of classroom teachers of little involvement in this curriculum area. However, this critical analysis suggests that the physical education teacher educators have done little to address these concerns and, in addition, that there were significant gaps in the understandings and skills provided by teacher educators in preservice physical education units developed for classroom teachers. Similarly, a

critical analysis of the elective nature of the practical experiences within specialists' physical education preservice courses, has found that it has been possible to complete courses that did not prepare specialist teachers for all physical education content areas. Furthermore, specialist preservice courses have reflected current practices in developing students' competencies in teaching rather than preparing them for an advisory role as prescribed in the 1972 in policy document.

In addition to the above, this critique has revealed that the teacher educators who were responsible for physical education did not enjoy a close professional relationship with staff from the Department of Education between 1970 and 1993. This is evidenced in the limited involvement or awareness of teacher educators in the curriculum renewal which was attempted in this time period. However, a critical analysis of the data would suggest that for the Department to achieve curriculum renewal teacher educators needed to be involved as active partners in the change process but this partnership did not occur.

This critical analysis of the data has also revealed that physical educators from Brisbane's former CAE and universities had adopted the view that secondary school physical education was more important than primary school physical education. Former staff members have attributed this to the increase in status that was associated with lecturing in secondary school units. In this context, the careers of many teacher educators have flourished but it is doubtful whether the student teachers' interests have been served.

Staff from the Queensland Teachers' Union

Individual staff from the Queensland Teachers' Union (QTU) were not identified by name by the discourse community that was identified through the interpretive research (Chapter 6). However, the participation of the QTU in this project was suggested by several participant groups or individuals during our discussion of two issues; curriculum development and non-contact time policy. Consequently, contact with staff of the state office of the QTU and with staff of a regional organiser's office was made during the course of this study for the purposes of obtaining their interpretations

through an interview. The discussion that follows critiques these two issues further and the QTU's interpretations and views on these matters.

The QTU has a membership of over 30,000 teachers who teach in Queensland's primary (including preschools), special, and secondary schools and Queensland's Colleges of Technical and Further Education (TAFE). Over 90% of eligible teachers belong to the QTU and the largest employer by far is the Queensland Department of Education. Its origins date back to the 1880s when the meeting that formed the QTU was held on January 9, 1889.

> The circumstances which led to the formation of the QTU involved a tyrannical bureaucracy along with poor conditions. At the same time many other occupations were also being unionised.
>
> In 1875 Queensland had centralised its education system under the Department of Public Instruction (later to become the Department of Education). From this date many teachers criticised the tyrannical nature of the Department of Public Instruction's leadership (Queensland Teachers' Union, 1989, p. 2).

However, despite the egocentricity suggested in the above, the QTU has, over a long period, demonstrated its concern for children, and adolescents, and their education (Spaull & Sullivan, 1989).

During the 1970s the QTU was often in the state's print and electronic media expressing its concern about a range of issues including, teachers' salaries, provision of accommodation for teachers in rural areas, primary and secondary school class sizes, government funding levels for education, and facilities and resources at state schools. According to Spaull and Sullivan (1989), during the 1970s, the QTU, "had become more visible, more aggressive and more proactive in Queensland education and politics than at any other time in its history" (p. 320). In response to the QTU's increasing militancy, the National-Liberal Government embarked on a program of monitoring the behaviour of teachers both in and out of schools (Spaull & Sullivan, 1989):

> the government appeared to scrutinise closely the social and professional behaviour of the teaching service. Late in 1976 it discovered that a student on a Departmental scholarship at Kelvin Grove CAE had started a 'gay club' at the college. In January 1977, the Minister (Val Bird) announced that this student would not be employed as a state teacher, despite the

> existence of an employment contract, and he issued an undisguised threat that student teachers with declared homosexual preferences might face similar problems of employment as teachers (p. 321).

By the late 1970s QTU and the state government were in conflict regarding the curriculum and decisions about textbooks (for example, the SEMP and MACOS controversies which were identified in Chapter 3) as both groups attempted to gain control of the education in this State (Smith & Knight, 1981).

During the 1980s "the central thrust of the (Bjelke-Petersen) government had been to assume full control over decision making in state education" while attempting "to minimise the influence of the QTU" (Spaull & Sullivan, 1989, p. 329). It was particularly successful at the latter and this was achieved in part by dismantling or modifying the membership of those Departmental committees on which the QTU had a representative. In addition, throughout the 1980s, the Bjelke-Petersen government had embarked on a policy of undermining the trade union movement generally. This had eroded the confidence of the public, including teachers, in the capacity of unions to influence government activity.

Following Bjelke-Petersen's resignation as Premier in 1988, the QTU were hopeful of a better relationship with Ahern, the new Premier, and his new Cabinet (Spaull & Sullivan, 1989). According to Kelso (1994) Ahern had realised that schools were the weak link in the Bjelke-Petersen government's attempts to modernise Queensland and he had "identified that the school sector needed to be overhauled" (p. 19). In addition, during Ahern's Chairmanship of the Select Committee on Schooling (1978-80), he had achieved a profile as a reformer and the QTU now expected that some of this Committee's recommendations would be acted on. However, Ahern was distracted by wider political battles, both within and outside the National Party, and before he, or the new Minister for Education (Brian Littleproud), could act on the proposed reforms the National Party government was swept from office. Significantly, these reforms had included, an increase in funding for state education and the devolution of some aspects of school management (Spaull & Sullivan, 1989). These reforms were also on the agenda of the incoming Labor government which was headed by Wayne Goss.

As part of their election strategy the Labor party had included in their policy document a 'blueprint' for the reconstruction of Queensland schooling (Australian Labor Party: Queensland Branch, 1988). According to a former regional organiser for the QTU, executive members of the QTU had participated in the development of this blueprint, and following the Labor party's election to office they had great expectations for the 1990s. As Burke (1993) has noted, while this document was based on traditional Labor ideological leanings towards social justice and equity, "Labor's 'Education Blueprint' for Queensland gave primacy to economic and efficiency considerations reflecting New Right ideology" (p. 2). This 'mix' has created a number of dilemmas for the QTU. While the election of a Labor government (which has its origins in the trade union movement) provided the opportunity for the QTU to again be represented on a broad range of Departmental committees, they would not be happy that the increased funding for state schools which had been detailed in Labor's 'blueprint' was not fully realised between 1989 and 1992 (Burke, 1993). The QTU maintained its voice on Departmental committees during Labor's second term (1992-95) and since the National-Liberal Coalition's return to office in 1995 the status quo has been maintained.

It has been noted in the previous discussion, that the 1970s was a time when the QTU was attempting to exert their influence on schools and schooling. Several former members of the Physical Education Branch have indicated during our discussions that in the 1970s, the QTU expressed the view that they should be responsible for curriculum development, a view that was firmly opposed by the former members of the Physical Education Branch. Similarly, several former members of the Curriculum Branch indicated that in the 1980s the QTU thought that they should have the responsibility for writing the curriculum for Queensland primary schools and again the former curriculum branch staff have indicated their opposition to this view. One former curriculum branch writer suggested that the QTU should limit their role to looking after the working conditions of teachers. In addition, a former 'conservative' Minister for Education (interviewed in 1996) also indicated during our discussion of curriculum development, that in the 1980s:

> The teacher's union of course felt that they should be the ones who would dictate policy. I soon told them that they weren't the elected body, and that it had to be done by those responsible to the parliament. (Minister for

Education 1, 1995)

These comments, and those by a number of other participants, provide evidence of the QTU's involvement in the struggle that existed for the control of education policy between 1970 and 1993. It is evident that most of those employed in policy development within the Department of Education have supported the view that curriculum development is the responsibility of the Department. However, during this period, the QTU had an alternative view which was that they had a legitimate role in the production of curriculum policies and practices for Queensland primary schools.

A critical view of curriculum development (for example, Carr & Kemmis, 1986) would recognise the value of a collaborative approach and therefore encourage the involvement of the QTU, and a range of other groups, for example, teacher educators, as co-developers. Through its membership, the QTU has significant strengths in educational practice whereas the Department's writers had strengths in educational theory. A critical approach to curriculum development would attempt to unify these two perspectives (Grundy, 1987; Carr & Kemmis, 1986).

The QTU were also identified by name during the interpretive research as being proactive in securing non-contact time for state primary school teachers in Queensland. Earlier, the empirical research had provided evidence that many schools had decided that classroom teachers should have 'non-contact' time when their class was being taught by a physical education specialist teacher. This non-contact time was reportedly used for preparation of lessons in other curriculum areas. In 1996 this became Departmental policy and it has been argued in previous discussions (Chapter 6) that this policy has significantly further reduced the likelihood of classroom teachers being involved in their class' physical education.

Staff of the Curriculum Branch reported during our discussions that the QTU had supported the primary school teachers' claims for non-contact time and that they shared the classroom teachers' view that one way of achieving this was for classroom teachers to have a 'spare' when their classes were being taken by a specialist teacher (specialists

teachers are also common for Music, LOTE and in the library in addition to physical education). However, QTU staff, interviewed as part of this research, denied that this was QTU's formal policy. One former QTU staff member, who was interviewed prior to the Department's adoption of the non-contact time policy, indicated that this had been considered by the QTU executive but that it had been dismissed because it only benefited those teachers who were at schools large enough to qualify for a specialist support position. According to this former QTU staff member, the QTU policy (in 1994) was:

> that it supports the right of teachers to make up their own mind as to whether they will attend their class' lessons while they are being taken by a specialist staff member. This is a professional decision made by the individual teacher and we support this. (QTU 1, 1998)

Thus, it would appear that at this time, the QTU was not necessarily endorsing the non-attendance of classroom teachers during physical education lessons taken by specialists. More recently, and following the Department's adoption of the non-contact time policy during specialists lessons for primary school teachers, a QTU staff member has indicated that,

> We do not see the primary role of the PE specialist as providing non-contact time but it is the case that classroom teachers get their non-contact time when their class is being taken for a specialist lesson.
>
> It is appropriate for the primary school teacher to be aware of the phys-ed program and to link the phys-ed program so that a class has a coherent curriculum. We certainly wouldn't argue that the phys-ed program is a separate preserve for specialists teachers and that they can go off and run the program and the rest of the schools'. (staff) be unconcerned. (QTU 2, 1998)

Furthermore, the above QTU staff member recognised that the issue of the classroom teachers' role in physical education and the issue of non-contact time policy were, separate issues that had been linked.

> We need a little bit of creative thinking and coordinated planning so that we are able to provide classes with coherent (physical education) programs and to provide teachers with non-contact time. (QTU 2, 1998)

However, the QTU staff were unable or unwilling to articulate more clearly the QTU's

policy on the specific role of classroom teachers in implementing their classes physical education program. For example, in response to the question of "How many lessons per week should the classroom teachers be responsible for?", the QTU's response to this, and other specific questions, was that it was a professional decision that could only be made by teachers in the context of their schools. Thus, despite the rhetoric reported above, the QTU's policy regarding the involvement of classroom teachers in physical education was limited to the statement that classroom teachers should be "aware of the phys-ed program" (QTU 2, 1998). This is significantly different to the statement in the Department's policy documents (Department of Education, 1972a and 1974) which indicates that classroom teachers should have the major responsibility for their own programs and that the physical education specialist should provide a supporting role. It could be argued that QTU's view on this has been influenced by the relative numbers of QTU members who are classroom teachers compared to the number of members who are primary school physical education specialists; numerically there are far more classroom teachers than physical education teachers in Queensland primary schools[2].

In summary, this discussion has identified and critiqued the interests of the staff from the QTU. While the QTU was initially formed to improve the working conditions of Queensland teachers, they have also demonstrated over a long period of time their concern for students and their education (this was discussed in more detail in Chapter 1). However, these two objectives are not always compatible. The data has indicated that the 1970s was a time when the QTU were attempting to exert its influence on schools and schooling and, that as part of this thrust, the QTU had sought to influence curriculum development. While a critical view of curriculum development would recognise the value of a collaborative approach, and therefore encourage the involvement of the QTU, this view was opposed by many of the staff from the former Physical Education Branch and the Curriculum Branch.

Despite the above, a critical assessment of the QTU and their policies suggests that their primary concerns were for the working conditions of teachers. For example, it could be argued that the QTU's interest in non-contact time for primary school teachers and in

the provision of specialist teachers, including physical education, was primarily in response to the working conditions of teachers. The reported QTU policy that primary school classroom teachers should be "aware of the phys-ed program" is not in the best interest of primary school students and on the basis of the empirical evidence (reported in Chapter 5) would not be supported by physical education specialist teachers. However, it is possible that this QTU policy was influenced by the vastly greater number of QTU members who are classroom teachers compared to the number of members who are primary school physical education specialists.

Parents of Primary School Students

Parents of primary school children were not identified as a participant group by the discourse community identified in the interpretivist research (Chapter 6). However, it was evident from the responses from those principals and teachers who participated in the empirical research (reported in Chapter 5), that parents, through their childrens' schools, have had a major influence on school policies and practices for physical education. For example, it was reported that in many schools, the Parents and Citizens Committees had provided significant funding for the acquisition of physical education equipment and for the development of 'sporting' facilities. More significantly, the empirical research has identified that the views of parents were significant in influencing what teachers taught in schools. Consequently, the parents of primary school children have been included in this discussion of the community of individuals and interested persons associated with the development of policies and practices for physical education in Queensland primary schools.

Essentially, parents have the best interests of their children as their primary motivation in their consideration of their childrens' education. Typically, education is linked by parents, to future employability and prosperity and from the 1970s to the 1990s this was in the context of concerning levels of unemployment in Queensland, and in Australia generally (Australian Bureau of Statistics, 1998; Anforth, 1993). Significantly, youth unemployment has trebled in this time period (Sweet, 1998) and by the mid 1990s this figure had exceeded 35% in some rural areas. Thus, a 'good education', which increasingly includes the completion of senior high school and a

university degree in addition to compulsory schooling (P-10), is seen by parents as a way of maximising their childrens' employment opportunities and, for some families, to escape the 'poverty trap' (McClelland, Macdonald & Macdonald, 1998). While many parents would consider their childrens' health as a major 'family' issue, many would not see 'health' as an 'educational' issue. In addition, many parents would believe that health was the province of medical and paramedical personnel and not teachers and not physical education. Thus, many parents have failed to understand that it is not doctors, nurses and dentists that make us healthy, but that 'health' is largely a function of our own behaviour and the social structures within which individuals find themselves.

The responses from the principals and teachers who participated in the empirical research (Chapter 5) have indicated that in their classrooms they typically focus on the 'three R's' (writing, reading and arithmetic) and that this was generally well supported if not expected by parents. In addition, earlier in this chapter, it was documented that a former Minister for Education had reported that people, including parents, "didn't keep complaining about the lack of phys-ed in schools. They kept complaining about the fact that children couldn't add and up and take away". Furthermore, a current senior policy writer has identified that the Department's priorities were in "language (LOTE), literacy and numeracy". In this context, physical education may be seen by parents as providing an appropriate break for their children from school work, but as having no contribution to the wider aims of schools and schooling. However, a critical analysis of the parents' views about physical education would suggest that their views were based on their own experiences in schools in the 1950s and 1960s and that many of them would be unaware of the attempts to reconstruct physical education over the last two decades.

The empirical chapter (Chapter 5) has also reported, that a number of classroom teachers have indicated that the parents and the general community frequently held the misconception that sport and physical education were synonymous. These teachers indicated that this had been a significant problem in their attempts to redevelop physical education beyond its current level for two quite disparate reasons. According to some classroom teachers, some parents expressed an interest in developing school sporting teams for competition in attempts to maintain a schools' sporting tradition. Typically,

these parents believed that an involvement in sport was character building, a message frequently promoted by the Australian Sports Commission in their television advertisements, and this was the purpose, in their view, of physical education. However, the responses from other classroom teachers' indicated that parents believed that there were enough sporting opportunities provided by the community sporting groups and that they were opposed to duplicating these opportunities in schools and therefore opposed to the further development of physical education.

In summary, the previous discussion has considered the interests of the parents of primary school children. This discussion has argued that parents have the best interests of their children as their primary interest, and that a good primary school education based on the 'three Rs' (writing, reading and arithmetic) will increase the likelihood that their children will have future prosperity. In this context, physical education is seen by parents as providing a break for their children from school work.

However, a critical analysis of the parents' views about education and about physical education, as reported by teachers, suggests that their views are based on their own experiences in schools in the 1950s and 1960s. Consequently, many of them would be unaware of the attempts to reconstruct physical education over the last two decades so that it contributes to the wider goals of schooling. In addition, this critical analysis has indicated that parents have not understood the potential benefits of physical education in terms of their childrens' future well being.

Primary School Students

Primary school students were included as respondents in the empirical research reported in Chapter 5 and it could be argued that the policy development, identified in Chapter 6, was initiated for their benefit. This discussion is concerned with identifying the interests of primary school students.

The empirical research has reported that the pupils' responses to the 1993 questionnaire indicated that, overall, their physical education activities had generally been fun and enjoyable, that lessons had been interesting, and that they had learnt through these

experiences. The responses from the pupils' also confirmed the dominant role of the physical education specialist teachers in primary school physical education lessons with over 70% of the pupils indicating that their physical education lessons were exclusively taken by the specialist teacher. With regard to program content, the pupils' responses revealed that they were more likely to experience lessons which were concerned with physical fitness, sport and minor games, and that they were less likely to be involved in lessons which focused on dance, gymnastics or outdoor adventure activities. A comparison of the 1993 pupil responses with those reported in 1983 (Tainton, Peckman & Hacker, 1984a), suggests that there has been little change in program emphases.

Despite the pupils' generally positive reporting of their physical education experiences, some of which have been summarised above, the empirical research has provided evidence that they have not experienced a comprehensive physical education program and that their physical education experiences have not been as successful as they might have been. For example, most primary school children receive only one physical education lesson per week, health education and physical education are taught in isolation, classroom teachers have little or no involvement in physical education, there is a paucity of school-based programs, and there is uncertainty about the roles and responsibilities of specialist teachers and classroom teachers in physical education. Furthermore, the policy document for physical education, which was current in 1993, was first published in 1972 and no longer reflects contemporary understandings about this subject area or what it might achieve in primary schools. In addition, the interpretive research has revealed that there have been a number of substantial attempts at policy renewal between 1970 and 1993 which failed to proceed to full implementation.

In the same time period (1970-1993) there have been increasing concerns about the level of adolescent drug and alcohol abuse in Queensland and Australia generally (George & Davis, 1998); questions about the fitness levels of children, including, in primary school aged children (McNaughton, Morgan, Smith & Hannan, 1996; Walmsley, 1990); increasing concerns about the nations' health problems, including,

many which are lifestyle related (George & Davis, 1998); questions regarding the current level of sport participation (George & Davis, 1998); increasing concerns about skin cancers and melanomas (George & Davis, 1998); and, an increase in the incidence of eating disorders in our youth (Colquhuon, 1990). More recently, Australia has been recognised as having the highest youth suicide rates in the world (George & Davis, 1998). While these issues have been identified by curriculum developers, and others, as legitimate areas of concern for physical education, it could be argued that the non-renewal of curriculum documents has resulted in the continuing physical 'miseducation' of Queensland primary school children.

A critical analysis of the above data would suggest, that while the primary school students were reportedly positive about their physical education, they had very little to be positive about. However, it could be argued that the attraction of physical education to many primary school students is not related to any educational outcomes that might be achieved by the subject. Instead, their interest in physical education is based on the view that it provides a diversion from their classroom work. In this context, they are uncritical consumers who enjoy the opportunity for being involved in physical activity conducted as part of the school day irrespective of the quality of the experience provided. Thus, it could be argued that their view is not dissimilar to that of the parents of primary school children; that physical education is considered as providing a break from school work but as not contributing to the wider aims of schools and schooling.

In summary, the previous discussion has critiqued the interests of primary school pupils. The empirical research (Chapter 5) has reported that the pupils' responses to questions about their physical education had generally been positive (refer Table 5.37). However, the empirical research has also provided evidence that very few primary school pupils have experienced a comprehensive physical education and that most primary school children receive only one physical education lesson per week. While these two statements may appear as contradictory it has been argued that primary school students are typically uncritical consumers of physical activity.

The Researcher's Interests and Understandings

The discussion of critical research in Chapter 2, some of which was restated in the introduction to this chapter, identified the conditions that have been agreed upon for those operating within a critical paradigm (Cohen & Manion, 1989). These discussions have indicated that critical researchers typically become immersed in the research process through their direct involvement and discussion with the participants. Furthermore, these earlier discussions have identified critical researcher's concerns for emancipation and with facilitating appropriate change. Thus, critical researchers become part of the community of groups and individuals concerned with the issues in question. Consequently, it is appropriate that the researcher's interests be identified and clarified.

In this instance the researcher began the research process as an independent uninformed outsider. Prior to commencing this research, he was uninformed about the political processes underpinning curriculum development in Queensland or about the struggles that have undermined the attempts at curriculum renewal for primary school physical education. Furthermore, he was outside of those groups and networks that existed in Brisbane and which were the dominant 'players' in the development of policies and practices for physical education in Queensland primary schools from 1970 to 1993. Consequently, the researcher commenced the research process (as identified in Chapter 1) from an independent position.

However, as a physical education teacher educator at a regional Queensland university, with over fifteen years of school and university teaching experience, the researcher commenced the project with significant understandings about physical education and its potential for contributing to the education of primary school children. In addition, following his completion of a Masters in Education degree at Deakin University in the early 1990s, he had the opportunity to develop an understanding of curriculum development and critical research. This has been enhanced through professional exchange programs in international settings. Since then he has had the opportunity to reflect and further develop his understandings of primary school physical education and curriculum development at state, national and international levels. Consequently, he could lay claim to have an appropriate understandings for making judgments about the

findings from this research.

This discussion of the researchers' interests completes the process of identifying and critically examining the concerns and understandings of those groups and individuals who were associated with the development of policies and practices for physical education in Queensland primary schools from 1970 to 1993. These critiques provide a basis for pursuing further the following two tasks that have been identified from the empirical and interpretive research:

1. to further understand why the 1972 curriculum guide was ignored or rejected for over 25 years; and
2. to further examine why the attempts at policy and practice renewal for physical education were abandoned between 1970 and 1993.

An Analysis of the Critical Understandings

In this discussion, the critiques of the interests and understandings of the community of individuals and interested persons provide a basis for critically examining the issues that have been identified from the empirical and interpretive research. This will be achieved by identifying and reporting on those things which the community of interested persons have agreed on and which, at the same time, were consistent with the published and unofficially circulated correspondence from this period. From this critical triangulation of the data, it will be possible to distil the 'intersubjective understandings' which will inform this critical analysis of the issues[3].

The first issue for this chapter was to report on the critical intersubjective understandings about why the 1972 curriculum guide was ignored or rejected by teachers, and others, for over 25 years. The intersubjective understandings indicate that the 1972 curriculum guide was developed by staff of the former Physical Education Branch in the early 1970s to overcome the Physical Education Branch's emerging concerns about primary school physical education. Amongst these concerns was the adoption of a teaching role by the increasing number of specialist teachers. However, the specialist lesson was increasingly seen, particularly by the QTU and the Minister, as a convenient means of providing primary school classroom teachers with non-contact

time. Some classroom teachers were also grateful to have been relieved from what they considered to have been a fairly arduous aspect of their work. During this same time period, there was a significant increase in the number of specialist physical education teachers operating in Queensland primary schools and, in response, a decreasing involvement of classroom teachers in policy-practice issues about physical education.

In an attempt to address these and other concerns (refer Chapter 6 for a full discussion of these concerns), the 1972 document contained a number of significant changes from the document it replaced (Department of Public Instruction, 1952), including a redefining of the subject's aims and content and new directions for classroom and specialist teachers regarding their roles and responsibilities in this subject area. The interpretive findings suggest that the 1972 document was accepted by teachers as a policy document but that it failed to have any impact on classroom practice. Thus, it has failed the test of translating policy into practice.

The critical research identified a number of factors which contributed to the rejection, in practice, of the 1972 document by teachers and others. Contributing factors in this policy-practice failure were many and varied and often interrelated. These influences included: the continued uncertainty regarding the role of specialist teachers in Queensland primary schools; the preference of some specialist teachers for a teaching rather than an advisory role; the Physical Education Branch's greater interest in promoting physical education in secondary schools; the classroom teacher's concerns about their own competencies in teaching physical education; the increasingly congested nature of the primary school curriculum; the non-contact time issue; the reluctance of principals to enforce Departmental policies; the educational priorities of the Department of Education and the resulting low status of physical education in the primary curriculum; the inappropriateness of some preservice programs, the inadequate links between staff of the Department of Education and teacher educators; and, the limited view of physical education held by parents and students. It is questionable whether full implementation of any policy could successfully be achieved in primary school physical education in the future without the abovementioned factors being accommodated and resolved. This and other issues will be pursued further in the chapter that follows

(Chapter 8).

The second issue for this chapter was to report on the critical intersubjective understandings about the attempts at policy and practice renewal for primary school physical education between 1970 and 1993. The interpretations recorded in Chapter 6 identify three significant attempts by staff of the Queensland Department of Education to redevelop the primary school physical education curriculum: the *Daily 15/30 Physical Education*, the *Physical Education Syllabus and Guidelines Years 1-7*, and, the *P-10 Health and Physical Education Framework*. Each of these attempts a policy renewal promoted change similar to those changes to physical education that were identified in Chapter 3. However, each of these attempts was unsuccessful with regard to the finalisation of a new curriculum document and in 1993 the 1972 *Health and Physical Education Curriculum Guide* was still the current curriculum document (and remains so in 1998). In addition, these interpretations identified Queensland's failure to benefit from participation in the National Curriculum Project from 1989 to 1993. A number of senior policy developers had seen the National Curriculum Project as an opportunity to reopen the problem of translating policy into practice.

The vast majority of participants in this research agreed that there was resistance from teachers against the policies which required their increased involvement in teaching physical education; teachers had concerns about the use of terms that they did not understand, the confidence of teachers in the Departmental curriculum developers had been eroded, the time taken to develop new curriculum documents was too long, classroom teachers and others believed that the time being allocated to physical education was excessive, policy development was increasingly being carried out at a distance from practice, there was a lack of involvement by teacher educators in the policy development process; there was friction between the Physical Education and Curriculum Branches and friction between the Physical Education Branch and the Division of Primary Education, and there were tensions between Departmental staff who had interests in health education and those whose interests were in physical education.

There were, however, a number of inconsistencies in the participants' responses. Some participants claimed that the *Physical Education Syllabus and Guidelines Years 1-7* was abandoned following the introduction of the P-10 Framework but this was disputed by others. Similarly, some participants claimed that the syllabus development following the release of the *P-10 Health and Physical Education Framework* document was held up as a result of the Departmental reviews that were commissioned in the early 1990s but this was also disputed.

The postscript to the above analysis is that the four proposed policy initiatives for primary school physical education, namely,

- the *Daily 15/30 Physical Education*;
- the *Physical Education Syllabus and Guidelines Years 1-7*,
- *P-10 Health and Physical Education Framework*.; and,
- the National Curriculum Project,

which were intended to resolve the policy lacuna were abandoned. Two policies were progressed through all stages of development and approval and given final assent by the Minister; these were,

- the *Health and Physical Education Curriculum Guide*; and,
- the *Health Education Curriculum Guide* .

It would normally be assumed that these policies would have broad support for their full implementation. However, unfortunately the two policy documents met the same fate as the previously mentioned four documents. Therefore, not one of the six documents could be said to have been implemented in the way in which was proposed. Why there have been substantial difficulties in the implementation of curriculum policies in practice, following their approval for full implementation, will be explored further in Chapters 8 and 9.

Conclusions from the Critical Perspective

This chapter has reported on critical interpretations of the community of individuals and interested persons who were associated with the development of policies and practices

in physical education in Queensland primary schools from 1970 to 1993. This was achieved by revisiting the two key issues and evaluating their importance in the light of the evidence and interpretations reported in Chapters 5 and 6.

The next chapter will provide critical understandings constructed from a synthesis of the preceding chapters (Chapter 5, 6 and 7) to reach some conclusions as to the nature of the relationship between policy and practice. In addition, in order to satisfy the ultimate test of a critical understanding, the next chapter will make some judgments as to whether the children in Queensland primary schools were receiving appropriate experiences in physical education, whether the teachers in Queensland schools were being supported and appropriately rewarded for their role in the development and implementation of policy, and, whether the physical education specialists were respected as professional educators by parents, policy developers, senior bureaucrats, Ministers, teacher educators, and the QTU.

Notes to Chapter 7:

1. While the Queensland Nationals were generally regarded as a conservative party, and when in office a conservative government, Kelso (1994) has argued that this an incorrect label. He argues that rather than being conservative they were pro development. That is they initiated change rather than attempted to maintain status quo which is the more typical perspective of a 'conservative' government.

2. In February 1993 there were 258,624 primary students. These students were taught by 10,051 classroom teachers and 275 physical education specialist teachers (Workforce Management Unit 1, 1999).

3. The concept of inter-subjective truths and the 'triangulation of data' was identified and critiqued in Chapter 4.

Chapter 8

Physical Education Policy Development for Queensland Primary Schools 1970-93: A Synthesis

Introduction

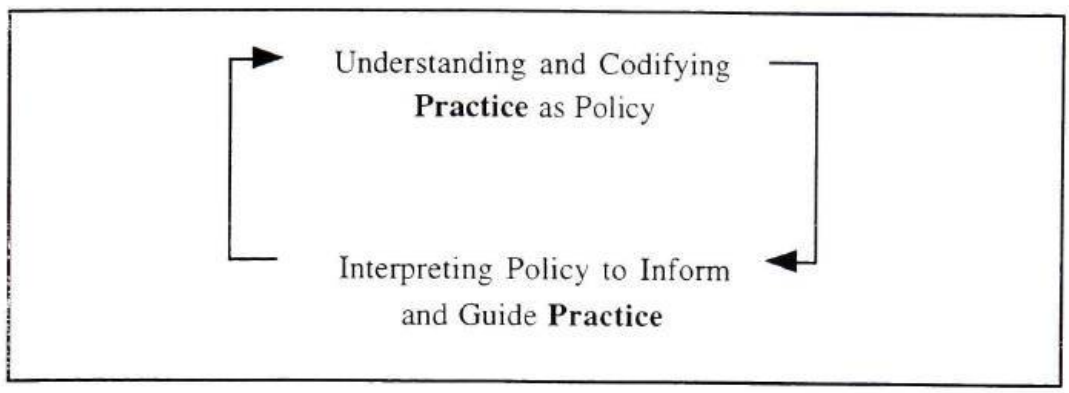
This synthesis completes the critique of primary school physical education policy and practice between 1970-1993. The thesis has used a multi-paradigmatic approach to inquiry and the issues identified in Chapter 1 were investigated from three perspectives: empirical, interpretive and critical. The purpose of this chapter was to synthesise the understandings and critiques that have emerged from this research and to respond specifically to the issues that were identified.

The following questions were identified in Chapter 1:

1. What was the function of policy in education in Queensland and why was it developed?
2. What was the purpose of the primary school physical education policy?
3. How and why was policy for primary school physical Education developed for the period 1970 - 1993 in Queensland?
4. Who was involved in this policy development and for whom?
5. How did state primary schools in Queensland respond to the policies developed and released in the period 1970 -1993?
6. What are the implications for the future of primary school Health and Physical Education in Queensland schools?

These questions were developed from a naive position in which understanding is preceded by interpretation. Following the completion of the data gathering and analysis stages, which were framed by the initial questions, the research has provided a new understanding of the questions and issues and how they can be interpreted. This recognises the Hermeneutic circle, or in this case trap, in which interpretation and understanding are linked in a dialectical fashion (refer Fig 8.1). Such a relationship mirrors that of the policy-practice problem which is at issue here. Grundy

Fig 8.1: The Hermeneutic Circle Applied to This Policy-Practice Issue



(1987) describes this as praxiological whereas Carr and Kemmis (1983; 1986) describe it as a synthetic outcome in the final stages of 'action research' whereby the original research questions are reformulated to expose their ethical and moral consequences.

The synthesis that follows is framed by the following sub-headings :

The Function of Policy in Education in Queensland

Purpose of Primary School Physical Education Policy

Development of Policy for Primary School Physical Education

The Response From Teachers and Others

These sub-headings can be seen as a reformulation of the issues identified in Questions 1-5. Question 6 will be addressed in the chapter that follows (Chapter 9: Physical Education for Queensland Primary Schools: Implications for the Future).

The Function of Policy in Education in Queensland

The discussion of the literature provided in Chapter 3 reported that policies for education in Australia were developed at the state level and that in Queensland policies relating to education and schooling were formulated and distributed by staff of the Department of Education. This was confirmed by the research. However, a technical reading reveals that policies relating to one area were not always consistent with the Department's policy in another. For example, the Department's policy relating to non-contact time for classroom teachers was inconsistent with their previously issued policy relating to the role of specialist physical education teachers in primary schools (reported

in Chapter 3). This occurred because different policies were developed in different parts of the Department by people who had their own interests and concerns. These interests and concerns were manifested in their policy development. Those with concerns for developing the non-contact time policy for primary school teachers did not share the view that physical education could play a significant role in a child's development as which was held by those who were responsible for the physical education policies.

A political reading of the curriculum policy documents provides part of the Department's answer to at least two questions; 'What should schools teach?' and 'How should teaching be organised?'. Teachers and others, including those involved in teacher education, were expected to develop and implement their programs on the basis of these documents. Thus, in theory, the policies provided one formal mechanism by which staff of the Queensland Department of Education exercised control over what was taught in schools. However, in the case of physical education, teachers and others have rejected or ignored the syllabus documents.

This rejection exposes a contradiction in the value of policy documents for teachers and others and the function of policy from the perspective of the 'state'. It also demonstrates where political power to implement policy is finally vested. The Queensland State Government endorses the Westminster system of parliamentary democracy through which an elected government has the responsibility for determining the 'state' policy. In accordance with the Westminster convention, Cabinet has the overall responsibility for the development and approval of policies and the Minister for Education has the ultimate authority for education policy. However, this research revealed that policy dictates from the Ministers for Education and the Cabinet have often been ignored or modified by some staff of the Department of Education during the period 1970-1993.

The Fitzgerald Inquiry (1987-89) had found that public servants had developed considerable autonomy during the preceding 25 years and that bureaucrats had actively sought to maintain their power base and to maintain their independence from their political masters (Fitzgerald, 1989). In this context, the 'conservative' Ministers of

Education (1957-1989), had relied heavily on the recommendations from their Directors-General and their senior bureaucrats. Many departmentally inspired policy changes were not forwarded to the Minister for approval by Cabinet and instead public servants would argue that their changes to education policies were being made within the existing ministerial guidelines. However, prior to 1989 Ministers appeared reluctant to correct this situation and, as one former Minister indicated,

> You are really trying to keep the lid on things and you learn very quickly, that its much better to let (other) people raise it rather than open the lid yourself. (Minister for Education 1, 1995)

According to Burke (1993) the Labor government, which came to power in 1989, was committed to public sector management reform and in Education this included bringing senior public servants to account. However, bureaucrats had continued to operate outside their terms of reference and did not inform the Minister of those changes which were outside those that had been approved by Cabinet. Consequently, from 1970-93 education policy has often not been legitimated by the 'state'. Perhaps more significantly, governments have not achieved control of education but it has remained in the hands of policy officers and teachers.

Purpose of Primary School Physical Education Policy

A summary of policy development for primary school physical education in Queensland from 1970-1993 is provided in Fig. 8.2. The three attempts at redeveloping primary school physical education policy (Department of Education, Queensland, 1985a; 1987a; 1990a) were significantly different in design, philosophy, scope and content. However, this research has revealed that they were essentially developed for the same purpose; to achieve change. This can be defined as a technical approach to policy-practice revival.

Queensland's first physical education syllabus, which was formally released in 1952, had also attempted to bring about change. The 1952 syllabus had attempted to provide primary school physical education with an educational purpose and to establish new practices for the subject's implementation. For example, the 1952 document attempted to move teaching method beyond the 'drill' approach and to foster the development and

implementation of five daily periods of physical education. However, the evidence from the former staff of the Physical Education Branch suggests that these changes were generally not achieved.

Fig. 8.2: Summary of policy development for Primary School Physical Education in Queensland: 1970-1993

Year	Policies Released/Trialled for Primary School Physical Education
(1952)	(Physical Education for Primary Schools)
1972	HPE Curric Guide
1982-85	Daily 15/30 Physical Education
1987	Physical Education Syllabus and Guidelines
1990	P-10 HPE Framework

The 1972 curriculum guide was developed in the early seventies in response to the demands of the Government of the day for the establishment of a syllabus in each of the seven designated curriculum areas. Staff of the former Physical Education Branch have indicated that they had commenced the task of redeveloping the physical education syllabus in the late 1960s. At this time, staff of the former Physical Education Branch were concerned that the 1952 physical education document no longer reflected their emerging understandings about physical education and that they had misgivings about the practices of classroom and specialist teachers in the development and implementation of primary school physical education. Thus, for the staff of the Physical Education Branch (who were also the developers of the 1972 document) the policy's purpose was to provide teachers and others with their reconstruction of physical education and to address their concerns regarding the practices of classroom and specialist teachers in this curriculum area. It was this 'purpose' which was the most significant in the policy's development rather than the previously discussed interests of the government in assuming control of what was taught in schools.

Staff of the Physical Education Branch attempted to exploit and manipulate the interests of the government to pursue their own interests in reconstructing physical education

and to transform the practices of teachers. Tom Thompson, who was a significant participant in the development of both policies, indicated that the 1972 document pursued some of the changes that had been identified by the 1952 syllabus developers in addition to promoting change in a number of other areas that had been identified. The 1972 document again attempted to legitimate physical education as an integral part of the primary school curriculum by identifying how it could contribute to wider goals of primary education. Related to this legitimation issue, the 1972 document also promoted the formal inclusion of 'health' as one of ten areas of content; a strategy which had been pivotal to physical education's successful development as a secondary school subject (this was reported and critiqued in Chapter 6 and 7). The 1972 document also included a detailed statement regarding the roles and responsibilities of specialist and classroom teachers in primary physical education and a discussion of school-based program development. The latter emphasised the importance of daily periods of physical education which had been promoted initially in the 1952 syllabus. The policy's discussion of the roles and responsibilities of teachers identified classroom teachers as having the major responsibility for their class' physical education and that the specialist would have an advisory role. As reported in Chapter 6, staff of the former Physical Education Branch believed that the 1972 document would:

> change forever what was occurring in primary school physical education with regard to the content and development of physical education programs, the involvement of classroom teachers, the teaching and evaluation methods that were used, and the perceptions of teachers, and others, regarding the potential contribution of this subject area to primary schooling (PE Branch 1, 1995).

By the early 1980s it was evident that the 1972 document had been unsuccessful on a number of fronts. For example, it was clear to staff of the former Physical Education Branch that the 1972 document had not been successful in increasing the involvement of classroom teachers in physical education. Encouraged by national and international interest in 'daily physical education' in the early 1980s, staff of the former Physical Education Branch developed Queensland's own *Daily 15/30 Physical Education* and this program was actively promoted by staff of the former Physical Education Branch throughout the state between 1982 and 1985. The *Daily 15/30 Physical Education*

program, was also designed to achieve change and this initiative specifically targeted classroom teachers and promoted daily periods of physical education; changes which had been attempted implicitly in 1952 and explicitly in 1972. In addition, some senior staff members, of the former Physical Education Branch used the *Daily 15/30 Physical Education* as an opportunity to substantially increase the time allocation for physical education within the primary curriculum.

The *Physical Education Syllabus and Guidelines Years 1-7*, which was trialled in 1987, was also developed to facilitate curriculum change. An analysis of the micropolitical context of this attempt at redeveloping the 1972 policy reveals that this document had an additional purpose. The substantive writing of the 1987 primary school physical education trial syllabus occurred during 1986; the year in which staff of the Curriculum Branch were given the responsibility for developing curriculum policy for physical education. Thus, the production of the 1987 document provided the first opportunity for staff of the Curriculum Branch to demonstrate their capacity to provide leadership in physical education in addition to identifying the changes to this curriculum area that they believed were appropriate.

While the 1987 document was significantly different from the 1972 document, in terms of the aims and objectives that were identified for physical education, the underlying themes were unchanged. It again attempted to legitimate physical education in the primary curriculum through a discussion of how physical education might contribute to overall goals of schooling and it again attempted to foster greater interest and involvement in physical education by classroom teachers. The latter was attempted through the development of sourcebooks containing lesson plans which were based on six new areas of content. This was very similar in design and the purpose to the *Daily 15/30 Physical Education* materials which had been developed earlier by staff of the former Physical Education Branch.

The *P-10 Health and Physical Education Curriculum Framework* (P-10 HPE) document (Department of Education, Queensland, 1990a) had its origins in a

Departmental review of curriculum development which had determined that there was a need to provide greater continuity between primary and secondary schooling. Just, as the staff of the former Physical Education Branch had done 25 years earlier, staff of the Curriculum Branch used the Departmental review as an opportunity to promote change in physical education. As noted in Chapter 6, the 1990 document provides evidence of a substantial change in how physical education was being conceptualised by staff of the Department of Education. In the P-10 HPE document physical education's purpose was not stated simply in terms of developing physical prowess but lifestyle and health were given preeminence. Thus, the P-10 HPE document provided an opportunity for staff of the Curriculum Branch to raise the profile of health education particularly, in primary schools.

It should be noted that the P-10 HPE document was not a curriculum or syllabus document but that it was intended to be used by staff of the Queensland Department of Education as a basis for the development of a health education and a physical education syllabus. Draft versions of a 1-10 Health Education syllabus and a 1-10 Physical Education syllabus were distributed in 1991 indicating that the separation of health and physical education had become official policy. As reported in Chapter 6, not all staff of the Department of Education had been excited by the union of health and physical education in 1972 and their splitting had been on the agenda for a number of curriculum developers for a decade or more. The opportunity to formally achieve this was provided by the reconstruction of physical education which was attempted during the development of the 1990 P-10 HPE document. Sourcebooks, written for classroom teachers, were also an integral component of the *Physical Education Syllabus Years 1-10* and the *Health Education Syllabus Years 1-10* and the development of these sourcebooks continued up to 1993.

The three attempts at redeveloping the 1972 policy (Department of Education, Queensland, 1985a; 1987a; 1990a) were intended to change the practices of teachers, and others, by reconstructing physical education through the identification and implementation of new practices. The clear intention of all parties was to improve the lot of children in schools which identified their moral responsibilities. These moral

responsibilities were often in conflict with the technical and political realities. While the four documents were developed by different groups at different times there were some common themes. The policy developers consistently promoted physical education as an integral part of the primary school curriculum and aimed to increase the participation levels of classroom teachers. The foregrounding of health and lifestyle has also been a common theme.

Development of Policy for Primary School Physical Education

In identifying and critiquing the processes used to develop the physical education policies for Queensland primary schools between 1970 and 1993, we need to identify the individuals or groups involved. This discussion also identifies which individuals or groups were omitted from the physical education policy development process and why. The four physical education policy documents were examined in turn as each of these policies was developed under different conditions and by different groups. A policy for primary school health education which was approved for full implementation in 1983 was also critiqued. This provided an opportunity to contrast the Department's technical use of an alternative model for curriculum development to that which was employed for physical education. A summary of policies and their development committees or subcommittees to be discussed in this synthesis is provided in Fig 8.3.

The development of the 1972 physical education policy (Department of Education, Queensland, 1972a) commenced in 1969 when a committee was formed within the Physical Education Branch for this purpose. This 'committee' had three members (all male); Tom Thompson, the designated head of the Physical Education Branch, George Hay, the second-in-charge of the Physical Education Branch and Bevan Roberts, a specialist primary physical education teacher who at that stage was on secondment to the Physical Education Branch. The development process for the 1972 policy began with a review of the 1952 Queensland syllabus and consideration of syllabus development for physical education in other parts of Australia. In addition to redeveloping the 1952 syllabus, the committee had also committed themselves to including 'health' as a substantive area of content. During 1970 a number of draft outlines of the new physical education policy were considered by the Physical

Education Branch sub-commitee. According to the members of this sub-commitee, the policies it contained, including those about the organisation of the physical education programs and the role of specialist and generalist teachers in primary schools, were based on the 'best practices' that they had observed in schools. As previously reported in Chapter 7, these practices had been identified for their technical efficiency irrespective of their pedagogical merit or their transferability from one school context to another.

Fig. 8.3: Summary of Policy Development for Primary School Physical Education and Health Education in Queensland and Their Development Committees: 1970-1993

Year	Policy Document	Developed by Staff From:
(1952)	(PE for Primary Schools)	PE Branch (Tom Thompson)
1972	HPE Curric Guide	PE Branch/PCC (PSCHPE)
1982-85	Daily 15/30 PE	PE Branch (15/30 Task Team)
1987	PE Syllabus and Guidelines	Curriculum Branch (PPESSP)
1990	P-10 HPE Framework	Curriculum Branch (HPEPT)

According to those who were central to the development of the 1972 policy, while selected teachers and principals were utilised for trialling the 1972 materials, they had little or no involvement in the development of this policy document. Similarly, staff from the universities and the former CAE were not seen as important sources of information or ideas. This was explained by a senior member of the Physical Education Branch by the comment that they "had read the same books". Some teacher educators believed that staff from the Department of Education had actively sought to maintain a barrier between the universities, as the training providers, and the Department, as the employer. However, a critical analysis of the interview transcripts showed that senior staff of the Physical Education Branch had developed a reliable network of individuals in schools, and in the tertiary sector, which was utilised for specific tasks. This network of like-minded individuals guaranteed sympathetic treatment of the new document. In addition, this provided the former staff of the Physical Education Branch

with an external form of evaluation and legitimation.

During 1970, the Queensland Department of Education underwent an administrative restructure which, amongst a number of changes, included the establishment of the Primary Curriculum Committee (PCC). This was formed to oversee the development of new syllabuses for all of the primary school curriculum areas. In addition, curriculum specific committees, which were responsible to the PCC, were formed, including, one for physical education. Following a recommendation from staff of the Physical Education Branch, physical education was renamed Health and Physical Education and the committee formed was the 'Primary Syllabus Committee on Health and Physical Education' (PSCHPE).

PSCHPE included the three physical education branch members who had begun to develop a new physical education syllabus three years earlier in 1969 and at least two of this group had significant roles in the new committee. Tom Thompson was appointed as the inaugural chair of PSCHPE and Bevan Roberts was given the task of committee secretary. As required by the Director of Primary Education, formal invitations to participate in this committee were extended to other divisions of the Department of Education including the preschool division and the newly formed Curriculum Development Branch, the Primary School Principals Association (PSPA), a number of primary school teachers and academics who were based in Brisbane, and a representative from the Queensland Teachers' Union (QTU). However, by this time the new *Health and Physical Education Curriculum Guide* was virtually completed and PSCHPE's involvement was a formality. The draft 'Health and Physical Education' policy document was circulated to a selected number of Brisbane schools for trialling in the second half of 1971 and printed and distributed without further modification in 1972.

While the 1972 document was developed under the auspices of the PCC, it was very much a product of the three staff of the former Physical Education Branch. The time lines that were maintained provided little opportunity for critical examination by the committee and even less time for it to be subjected to comprehensive trialling in

schools. Furthermore, the committee members other than those from the former Physical Education Branch were inexperienced in the process of curriculum development or lacked specific expertise in physical education. Many of them would have been encouraged by the reports from the 'experts' from the Physical Education Branch about the positive responses from teachers and contented with the knowledge that they were actively involved in replacing the current physical education document which had been in circulation from the 1950s. This limited critique and trialling was seen by some former members of the Physical Education Branch as deliberate decision to prevent wider input (PE Branch 4, 1996; PE Branch 6, 1996).

The second policy, the *Daily 15/30 Physical Education* (15/30 DPE) program, was developed and actively promoted by staff of the Queensland Department of Education between 1982 and 1985. These materials were developed in the context of national interest in daily physical education and followed the trialling of a pilot project in Queensland by staff of the Department of Education and the University of Queensland in the early 1980s. The decision to develop a program for use in Queensland's primary schools was made by senior staff of the former Physical Education Branch at a time when most other states were adopting the South Australian *Daily Physical Education Programme*, which was being promoted nationally and overseas by ACHPER. However, the senior staff of the Physical Education Branch, and in particular George Hay, who at this time was the designated Head of the Physical Education Branch, had concerns about the use of the South Australian materials in Queensland. Consequently, four teachers were seconded to the Physical Education Branch to develop and promote the 15/30 DPE program for use in Queensland primary schools.

Using materials that had previously been developed by staff of the Physical Education Branch, and materials 'borrowed' from a range of other sources, several draft programs were developed and trialled between 1982 and 1985 by the four member 15/30 DPE task force. As was the case with the development of the 1972 policy, the 15/30 DPE was developed by a small group of Physical Education Branch staff with no opportunity for input from outside this group. Again, reminiscent of the development of the 1972 document, teachers were recruited to trial the materials but they had little or

no input into their development or redevelopment. In addition, the academics from the University of Queensland who had been partners with staff of the Physical Education Branch in the national trial of the South Australian materials were also omitted from the 15/30 Daily PE development process. Furthermore, the PCC who initially supported the project, had no input into the development of the 15/30 Daily PE materials. However, the PCC's support was withdrawn in 1985, amidst concerns that the senior staff of the Physical Education Branch were attempting to circumvent Departmental procedures by attempting to change "the syllabus without going through the primary syllabus committee" (PE Branch 2, 1995 - former Head of the Physical Education Branch).

The 15/30 Daily PE, like the 1972 policy that preceded it, was a product of the staff of the former Physical Education Branch. Under the direct supervision of the then Head of the Physical Education Branch, four staff members developed numerous versions of the materials between 1982 and 1985 and attempted to promote them in state primary schools in Brisbane. In a process reminiscent of the development of the 1972 policy, there was little opportunity for the 15/30 materials to be critically examined and it was not subject to comprehensive trialling in schools. Furthermore, the developers did not have the benefit of a wider reference group which may have facilitated its development. It was these practices which ultimately resulted in the transfer of the responsibility of policy development for primary school physical education from the staff of the Physical Education Branch to staff of the Curriculum Branch in 1986. This followed a decision by the Director of Primary Education that staff of the Physical Education Branch would focus on practice and what was happening in schools and that the staff of the Curriculum Branch would be concerned with constructing the curriculum conceptually and to ensure that the curriculum for physical education was consistent with the Department's other curriculum documents (PE Branch 1, 1996).

The third policy, the *Physical Education Syllabus and Guidelines Years 1-7*, was released in 1987 and this policy represented the first physical education document that had been developed under the direction of staff of the Curriculum Branch. The substantive writing of the 1987 primary school physical education trial syllabus

occurred during 1986 and 1987 and this was coordinated by members of the Primary Physical Education Syllabus Support Project (PPESSP) committee. This committee was formed for the purpose of developing a new physical education curriculum policy for Queensland primary schools and its membership was wide ranging. In addition to staff from the former Physical Education Branch and the Curriculum Branch, this committee included representatives from other sections of the Department and representatives from the Primary Schools Principals Association (PSPA, ACHPER, the tertiary sector, the QTU, and, a number of invited primary school teachers.

According to the data provided by staff of the Curriculum Branch, the contents of the 1987 policy were progressively developed by staff of the Curriculum Branch and these materials were tabled for discussion at the PPESSP meetings. These materials were then revised based on the responses from the PPESSP committee members. However, this process was criticised by two groups who were represented on the PPESSP committee: the staff from the former Physical Education Branch and representatives from the tertiary sector.

According to the staff from the Physical Education Branch, the changes to physical education which were being promoted by staff of the Curriculum Branch were inappropriate. Furthermore, it was their view that these materials would not work in schools and that they provided evidence which supported their view that the staff of the Curriculum Branch had lost touch with schools. However, the majority of the PPESSP Committee was attracted to the conceptual model that the Curriculum Branch staff had been promoting and "they had the numbers" (Curriculum Branch 3, 1995).

Interview evidence from staff of the Curriculum Branch and from teacher educators indicates that there were, at least, two teacher educators on the PPESSP committee. However, speaking about his role on the 1987 PPESSP committee, one teacher educator indicated:

> It was tokenistic. It (*Physical Education Syllabus and Guidelines*) was virtually completed. It didn't matter what we said, it was just put through, and that was the end of it. And I was so pissed off with it. In fact I felt disempowered by the fact that I wasn't given any say into its

> development. They (Curriculum Branch Staff) thought they were in charge, this is our thing, they just want(ed) ratification from the people who were in higher education (Teacher Educator 4, 1996).

However, these concerns were not shared with the committee because the teacher educator's membership of this committee was a useful addition to his curriculum vitae which was used to secure tenure and later promotion (Teacher Educator 4, 1996) .

In the development of the 1987 draft policy, staff of the Curriculum Branch had attempted to provide a more consultative approach for primary school physical education curriculum development than had previously existed. In doing so they had sought to include representation from a wide number of interest groups. However, some questions have arisen about the development process and it has been suggested that staff of the Curriculum Branch had stacked the PPESSP committee membership to achieve the outcomes they desired. Some considered this was appropriate, given the staff of the Curriculum Branch had the ultimate responsibility for curriculum development, and that the committee had a consultative purpose only. Others, perhaps in hindsight, recognised the significant risks of rejecting or ignoring committee members' views, particularly when these people represented the groups who would be responsible for the document's eventual implementation.

The evidence presented in Chapters 6 and 7 has confirmed that the PPESSP was overtaken by the 1987 *P-10 Curriculum Framework* initiative which was to be "used as a basis for all future curriculum development activities at both system and school levels" (Department of Education, Queensland, 1987a, p.1). Between 1988 and 1990, specific curriculum area 'P-10 framework' documents appeared for each of the seven recognised areas of the school curriculum, including, one for Health and Physical Education in 1990 (Department of Education, Queensland, 1990a).

An in-house Departmental interdivisional P-10 syllabus review committee had been established for Health and Physical Education as early as 1986 to consider the articulation between primary and secondary school programs. Following the adoption of the P-10 framework, many of the staff who had membership on the HPE interdivisional P-10 syllabus review committee were appointed to the Health and

Physical Education Project Team (HPEPT). This group was given the responsibility of developing a Health and Physical Education P-10 framework. In addition to the HPEPT, three other committees were formed; a P-10 Health and Physical Education Reference Group, a Physical Education Reference Group and a Health Education Reference Group. These committees were established to provide a consultative process for those interested persons from outside of the Department including teacher educators and representatives from professional associations such as ACHPER. However, it is questionable whether the separation of the decision making and the consultative process was an appropriate change in procedure from that which was used for the PPESSP. According to one of the tertiary representatives on the P-10 HPE Reference Committee:

> It (the P-10 HPE document) was already written and done and it actually came to the committee in this form (the published format) so really we didn't have much input into it. It was an Education Department concept which I think was pretty badly done because as well as a lack of higher ed(ucation) input in this process there weren't many teachers involved. (Teacher Educator 4, 1996)

The responses from the teacher educators, who were interviewed as part of this study, indicated that they believed that their involvement in curriculum development for Queensland primary schools between 1970 and 1993 had been minimal and superficial. Most of those indicated that they believed that they should have had a much greater involvement in the policy development process and they were generally less than positive about the procedures that have been developed. The time taken by staff of the Department of Education to develop curriculum polices was also questioned by a number of teacher educators:

> the main problem of those Education (Department) committees is (was) that they spent so much time fluffing around with policies and procedures, that by the time they were finished, they had to be redone to meet new policies and guidelines. (Teacher Educator 5, 1996)

It was in this context that a number of teacher educators who were participants in this study suggested that the Department of Education should, in the future, advertise for tenders to complete any further curriculum development for physical education in Queensland primary schools and that in their view a university based consulting group which included a significant proportion of experienced teachers would be able to

complete the task within two or three months whereas the Department's committees had typically taken several years.

The process used for the development of the current policy document for primary school health education, the 1983 *Health Curriculum Guide Years 1-7*, was different to that used for the development of the physical education policies critiqued above. Under the auspices of the PSCHPE, a sub-committee was established in 1975 (the Primary Health Education Project Committee or PHEPC) to develop a health education syllabus for Queensland primary schools. According to Hay the development occurred principally during the period 1977 to 1981 (Hay, 1982). Membership of PHEPC was essentially limited to Departmental staff with some input from staff from the Queensland Department of Health (Department of Education, Annual Reports, 1975-1985). The principal writers for this project were attached to the Curriculum Branch and not the Physical Education Branch as had been the case with the *Health and Physical Education Curriculum Guide.*

As reported in Chapter 6, the development of the *Health Education Curriculum Guide Years 1-7* was a significant departure from the Queensland Department of Education's usual approach to curriculum development. Initially a conceptual structure which crossed the primary-secondary school divide was developed and this provided a theoretical basis for identifying key issues and concerns. Furthermore, the curriculum developers wanted to provide the opportunity for school's to be involved in decision making about their school's health education curriculum. According to Allan (1979. p. 23) "the distinctive feature of the Health Project was the extensive participation by classroom teachers in developing the syllabus". In 1979, there were 23 project teachers involved in the development of the health syllabus and a further 341 teachers were involved in trialling the materials and providing feedback to the project team (Allan, 1979):

> The process of simultaneous trialling and re-writing material proved to be an unquestionable success. Teachers felt they could contribute to the development of the (Health) Curriculum Guide and were intent on trialling material to ascertain its practical worth. On the other hand, the Health Education Sub-Committee (PHEPC) and curriculum writers found

> that feedback from schools caused them to question and reassess continually material in the Guide (Department of Education, Queensland, 1980, p. 5).

Thus, between 1975 and 1981, in the development of the *Health Curriculum Guide Years 1-7*, a dialectic between theory and practice was being fostered in a way that had not happened before or since in the primary school context.

In summary the 1972 and 1985 physical education documents were developed by staff of the former Physical Education Branch with little or no consultation with teachers or teacher educators. Furthermore, these documents were not subject to comprehensive trialling which may have provided data about how effective they were in practice. In contrast the 1987 and 1990 documents which were developed under the direction of staff of the Curriculum Branch were developed through a process which, in theory, provided wider input from across the education community than had been previously provided. However, the process used for the development of the 1987 and the 1990 documents, and the associated development of sourcebooks, has been criticised because of the time it has taken to complete them. Furthermore, some participants have questioned how participative the development process was and former Physical Education Branch staff have suggested that the staff of the Curriculum Branch had limited understandings of schools and current practices. This point identifies the tensions that existed between former staff of the Physical Education and staff of the Curriculum Branches.

The process that was used to develop the 1983 policy for primary school health education was very successful in providing a consultative framework and extensive trialling. Interestingly, staff from both the Physical Education Branch and the Curriculum Branch were involved in the development of this document and input was provided by over three hundred classroom teachers.

The Response From Teachers and Others

As in the previous discussion, the four physical education policy documents, which have been identified (Department of Education, 1972a; 1985a; 1987a; 1990a) will be

examined separately and in chronological order. Furthermore, this synthesis describes the response of teachers to the primary school health education policy document which was also considered in the previous discussion. It can be noted that in addition to these policy documents, staff of the Department of Education produced sourcebooks and other teaching materials which complemented the policy documents. These supporting documents will also be referred to in this discussion. Fig. 8.4 provides a summary of policy and supporting document development for primary school health education and physical education in Queensland from 1970-1993.

Fig. 8.4: Summary of Policy and Supporting Document Development for Primary School Health Education and Physical Education in Queensland: 1970-1993.

Year	Policy Documents	Supporting or Extension Materials (Number and Year of circulation indicated)
1972	HPE Curric Guide	Physical Education for Primary Schools Series (8 in the series released between 1970-1975)
1982-85	Daily 15/30 PE	Included lesson plans
1983	Health Ed. Curric.	Health Ed Source Books (27 source books all available in 1988)
1987	PE Syllabus	PE Sourcebooks (18 proposed - 7 circulated in 1987)
1990	P-10 HPE Frame.	Syllabus for Health Ed and for PE (both circulated in 1991)

A former policy developer (interviewed in 1995) has reported that the developers of the 1972 *Health and Physical Education Curriculum Guide* believed that it would "change forever what was occurring in primary school physical education" and that it would positively alter "the perceptions of teachers, and others, regarding the potential contribution of this subject area to primary schooling". Their view was that this was going to be achieved by the inclusion in the document of new policies which established new aims and objectives for physical education, identified new areas of content, provided new details concerning program development including the new time allocation, and clearly established the required roles and responsibilities of classroom

allocation, and clearly established the required roles and responsibilities of classroom and specialist teachers in this subject area. Following the document's release in 1972, staff of the former Physical Education Branch travelled extensively to conduct inservice programs for principals and teachers. Eight publications which were designed to assist classroom teachers fulfil their responsibilities were also developed by staff of the former Physical Education Branch to complement the curriculum document.

Despite the above, the responses from teachers and others to the 1972 policy document have been significantly different to what was proposed. Ironically, while as a 'policy' or a syllabus document it may be regarded as highly successful, in that it has remained current for 26 years (1972-1998), the evidence presented in Chapter 5 indicates that it has been increasingly rejected and ignored by teachers and others as a guide to practice. Consequently, few if any of the changes that it promoted have been implemented and, as reported in Chapter 5, concerns exist about physical education in Queensland primary schools at a number of levels. For example, there are concerns that most primary school children receive only one physical education lesson per week and that health education and physical education are taught in isolation. In addition, classroom teachers have little or no involvement in physical education and there is uncertainty about the role of specialist teachers. Furthermore, the 1972 policy no longer reflects contemporary understandings about the subject area or how it might be implemented.

A number of factors contributed to this policy-practice failure. These included the preference of some physical education specialist teachers for a teaching rather than an advisory role, the former Physical Education Branch's greater interest in promoting physical education in secondary schools, the classroom teacher's concerns about their own competencies in teaching physical education, the increasingly congested nature of the primary school curriculum, the 'non-contact' time issue, the reluctance of principals to enforce Departmental policies, the educational priorities of the Department of Education, the low status of physical education in the primary curriculum, the inadequacy of some preservice programs, the inadequate links between staff of the Department of Education and teacher educators, and, the inaccurate view of primary school physical education held by parents and students.

Following the 1972 document, the *15/30 Daily Physical Education* program (15/30 DPE), was trialled in Queensland primary schools between 1982 and 1985. The limited number of staff assigned to this project (four seconded teachers) meant that the introduction and trialling of these materials were generally confined to a 'selected' number of primary schools in the Brisbane metropolitan area. According to the interview responses from the former Physical Education Branch staff, teachers trialling the 15/30 DPE were genuinely interested in utilising the materials but, typically, not in the way that was intended by the developers of this program. For example, there was much resistance from the teachers to spending up to 375 minutes per week in physical education:

> Teachers were supposed to spend 3 hours 45 minutes per week on PE and then 30 minutes per week on health and, in years 4,5 6 and 7, another two hours for sport on Fridays. That's a phenomenal ask. (PE Branch 3, 1996)

In addition, former members of the 15/30 DPE task force indicated that while classroom teachers were interested in pursuing daily fitness, they never accepted the need for daily skill lessons, or for them to be involved in the implementation of their class' skill lessons. This response has also been identified and reported by Kirk, Colquhuon, and Gore (1988) in their study of the *Daily Physical Education Programme* (Department of Education, South Australia, 1982) in Queensland. However, the empirical data, reported in Chapter 5 has suggests that the teachers' involvement in daily fitness was short lived. According to this evidence, by 1993, classroom teachers had largely curtailed their involvement in implementing their class' fitness sessions. A former 15/30 DPE task force member indicated that "we kept the teachers on task, we kept them interested" and that they knew that classroom teachers would stop their daily fitness sessions when the ongoing support they were providing was withdrawn.

As reported in the earlier discussion, the PCC initially supported the 15/30 DPE project but PCC withdrew their support in 1985 following concerns that the senior staff of the Physical Education Branch were attempting to circumvent Departmental procedures. For example, they believed that approval for syllabus modification had not been sought

by staff of the Physical Education Branch and that the time allocation they were promoting was far in excess of the time that had been approved by the PCC. These two issues were also reported as concerns for staff of the Curriculum Branch. However, staff of the Curriculum Branch were more concerned that the position of health education in primary schools was being further eroded by this initiative (during 1983-1985, staff of the Curriculum Branch were attempting to promote a new Health Education syllabus).

Queensland based teacher educators with professional interests in physical education were generally supportive of the daily physical education concept and the opportunities this might create for reviving the subject's profile in Queensland primary schools. Many teacher educators had acquired, and were using in their lectures and tutorials, the South Australian DPE materials which had been launched nationally in Brisbane in 1982. The political significance of launching this initiative at the 14th National Biennial ACHPER Conference held in conjunction with the Commonwealth Games would not have been lost on the ACHPER hierarchy and the assembled policy makers. Consequently, the announcement from staff of the Department of Education in 1985, that they had initiated the development materials for use in Queensland schools was generally well received by teacher educators. However, the Queensland 15/30 DPE materials were never approved and printed in a form for statewide distribution and implementation. In retrospect, this was the first of a series of Queensland Department of Education initiatives for primary school physical education which did not materialise.

The third policy document, the 1987 PPESSP trial materials (*Physical Education Syllabus and Guidelines*), developed by staff of the Curriculum Branch were "based on the premise, ... that the general (classroom) teacher in the primary school is (was) responsible for physical education" (Curriculum Branch 1, 1995). Consequently, in addition to a syllabus document, the PPESSP trial materials included sourcebooks containing lesson plans for implementation by classroom teachers.

According to a number of former staff of the Curriculum Branch, the response from classroom teachers to the PPESSP trial materials was less than positive and there was

significant resistance from teachers to the changes it promoted. Teachers were reportedly apprehensive (see Chapter 6) about the terms that the curriculum writers had employed in developing this document. For example "Moving with control on land and in the air" was listed as one of six 'organising centres' and classroom teachers, particularly those with with limited experience in physical education, had difficulty in accommodating this and other new concepts within their understandings of the subject. The response from the former senior members of the Physical Education Branch to the 1987 trial materials was also less than positive. As reported in Chapter 6, former staff from the Physical Education Branch were concerned that 'sport' had been omitted from the trial physical education syllabus and they did not believe that a physical education policy could be developed that did not mention sport.

This change in discursive practices foreshadowed a fundamental shift towards 'health' and 'lifestyle' concerns. This had, coincidentally, been included in the 1972 document. Former senior staff from the Physical Education Branch questioned the way in which staff from the Curriculum Branch were attempting to reconstruct physical education:

> OK you need to bring a subject up to date but you just change the activities. You don't change the subject. (PE Branch 2, 1995).

The response from teacher educators was similar to the above; they too expressed concerns about the changes that the 1987 materials were promoting and about the inappropriateness of the language used. They also indicated their concerns about the limited amount of teacher involvement in their development. However, a wider political change superseded this initiative. As reported in Chapter 6, the PPESSP Years 1-7 materials did not proceed to implementation following the Department's decision to proceed with Years P-10 as a basis for curriculum development.

The PPESSP trial materials were not well supported outside of the Curriculum Branch. While, essentially, they were attempting to achieve the same outcomes that were identified by the developers of the 1972 document, teachers, former staff of the Physical Education Branch and teacher educators have all reported them as being too radical in concept and structure. It is also likely that the PPESSP trial materials were rejected or questioned by these three groups for reasons in addition to these. They were

rejected by classroom teachers because the 1987 materials required their involvement in physical education; they were rejected by the former staff of the Physical Education Branch for political reasons because they were developed by staff of the Curriculum Branch, and, they were questioned by some teacher educators for both technical and political reasons because they had not been fully briefed or involved in their development.

The final physical education policy documents developed between 1970-1993 were the 1990 *P-10 Health and Physical Education Framework* document (Department of Education, Queensland, 1990a) and the two related draft syllabuses (the *Draft Physical Education Syllabus Years 1-10* and the *Draft Health Education Syllabus Years 1-10)* which were unofficially circulated in 1991. Chapter 6 has reported that the main purpose of the P-10 HPE document was to redefine the nature and scope of Health and Physical Education and to facilitate future decision making for these subjects. The two syllabuses which followed were intended to be used by teachers to guide them in the development, implementation and evaluation of their class' learning experiences in physical education and health education.

The specific response of teachers to the two syllabus documents, particularly the draft physical education syllabus, was difficult to obtain because teachers and schools did not have access to it. However, du Rietz (1996) has provided the general reaction of teachers to materials generated by staff of the Studies Directorate at this time:

> Many support the theory that officers in the Studies Directorate have lost touch with reality. There are many complaints that the materials do not meet the needs of those at the 'coal face' because it is either too far removed from the real world, or too academic, or that there is so much material produced that the recipients are swamped with information (du Reitz, 1996, p. 24).

As reported in Chapter 7, some teacher educators had also become skeptical of the Department of Education's attempts to redevelop a physical education policy document. In response to an interview question on whether the P-10 document was considered in their lectures or other classes, a teacher educator responded:

> You get tired of telling students something that's coming out next year and it doesn't happen. So why bother when you don't know what's going to happen next. It's a credibility thing. You lose credibility. (Teacher Educator 6, 1996)

The 1990-91 policy documents had a very limited shelf life. As reported in Chapter 6, this attempt at policy renewal for primary (and lower secondary, ie. Years 1-10) physical education was abandoned for political reasons following a decision by the Minister and the Director General of Education to support the National Curriculum Project (refer Chapter 6 for a detailed analysis of this project).

As reported earlier, the Health Education Curriculum Guide was developed over a five year period (1977-1981) and a distinctive feature of the policy's development was the extensive participation of classroom teachers as co-developers. Consequently, the committee responsible for the management of this project had great expectations about the response from teachers. However, a Departmental evaluation of Health Education in Queensland Primary Schools (Tainton, Peckman & Hacker, 1984b) found that the *Health Education Curriculum Guide* had had little impact on classroom teachers and that health education was seldom taught in primary schools. In consideration of this and other findings, the report included a recommendation that the Department of Education should provide classroom teachers with additional materials to encourage them to develop and implement effective health education programs (Tainton, Peckman & Hacker, 1984b, p. 48).

This recommendation was accepted by PSCHPE and this led to the development and trialling of twenty-seven *Health Education Sourcebooks* (Department of Education, Queensland, 1988), each containing multiple lesson plans, which were made available to teachers in all Queensland primary schools in 1989. However, the evidence gained through this study has found that the *Health Education Sourcebooks* have also had little impact on the development and implementation of health education in Queensland primary schools and that the problems identified in 1984 (by Tainton, Peckman & Hacker, 1984b) still existed in 1993. As reported in Chapter 7, this lack of success in increasing teachers involvement in health education in Queensland primary schools was

attributed to the

> value judgment(s) teachers place on subjects and the use of their time in the curriculum and primary schools. That's also reflected by the priorities that the Department of Education announces in their corporate plans. Language is up. Literacy, numeracy, supportive school environments, etc, are the current priorities. (Curriculum Branch 1, 1995)

The responses of teachers and principals who participated in the empirical research which was reported in Chapter 5, were consistent with this view. For example, the responses from the teachers and principals, who participated in the empirical research, indicated that for primary school classroom teachers, both physical education and health education are a low priority and that in this context these subjects continue to be marginalised. This raises significant questions of how, or whether, a new syllabus for physical education, or 'health' and 'physical education', or 'health and physical education' which required the involvement of generalist teachers might be accepted by them.

Conclusions

This discussion has focussed on the issue of how teachers and others responded to the primary school physical education policy documents which were developed between 1970 and 1993. It is evident that while the 1972 policy remained as the Department of Education's official policy document for primary school physical education throughout the study period (and continued to be the current policy in 1998), it has increasingly been ignored or rejected by classroom teachers. That is, classroom teachers chose not to implement the policies it prescribed in practice. This included the policy that classroom teachers should have the major responsibility for their class' physical education. This action has been condoned by principals, physical education specialist teachers and others. Thus, the convergence of political expediency and technical incompetency combined with a professional failure to act in the best interests of their students.

In this context, classroom teachers have not responded positively to the subsequent attempts to redevelop the 1972 policy. In addition to redefining physical education, the

subsequent attempts at primary school physical education policy development, required greater involvement by classroom teachers in their class' physical education than had been required under the 1972 policy. Furthermore, these subsequent attempts at policy development were not supported by all staff who had interests in physical education in the Department of Education or by the physical education teacher educators. As a consequence, these attempts at policy redevelopment were moribund (Schwab, 1969). While classroom teachers appear to have been powerless in policy development, they have emerged as the most powerful group in terms of practice. The professional concerns of classroom teachers have increasingly been focussed on classroom-based learning experiences, particularly reading writing and arithmetic, and this has impacted significantly on their involvement in physical education.

Despite the substantial involvement of classroom teachers as co-developers of the health education policy and the provision of substantial teaching materials (*Health Education Sourcebooks* were distributed in 1988), curriculum development staff of the Department of Education have also been unable to increase the involvement of classroom teachers in health education. This response from teachers to the health education initiatives is a concerning precedent for those considering the development and implementation of any future attempts at physical education policy renewal for Queensland primary schools.

This research has also revealed that the theory provided by the 1972 document was developed from what the policy developers believed (reported in Chapter 6) were the 'best' practices that they had observed in schools. Grundy (1987) describes this approach to curriculum development as praxiological; an approach which has been well supported by curriculum writers since Schwab's 1969 landmark paper (for example, Goodson, 1988; Kennedy, 1984; Kelly, 1977; Stenhouse,1975). The *Daily 15/30 Physical Education* program, on the other hand, which was trialled between 1983 and 1985, was based on a former senior Physical Education Branch member's theoretical understanding of what physical education might be. This was a step away from praxis. By contrast the 1987 and 1990-91 attempts at policy renewal for primary school physical education were a leap away from the 'practical'. These attempts were driven

by an ideological position in which physical education was being reconstructed as health. Thus it can be concluded that the attempts at primary school physical education policy renewal have increasingly ignored consideration of the practical and attempted curriculum renewal based on theory. A perspective which Schwab (1969) has questioned arguing that:

> The stuff of theory is abstract or ideal representation of real things. But curriculum in action (curriculum informed by practice) treats real things: real acts, real teachers, real children, things richer and different from their theoretical representations. Curriculum will deal badly with its real things if it treats them merely as replicas of their theoretic representations (p. 37).

The next chapter (Chapter 9) focusses on the following task which was identified for this research in Chapter 1; What are the implications of these findings for the future of primary school physical education? Responding to this issue will also provide an appropriate conclusion to the research.

Chapter 9

Physical Education for Queensland Primary Schools: Implications for the Future

Introduction

At the beginning of this study the issues and problems of policy and practice in primary school physical education in Queensland were defined and described in the context of a wider national crisis which had implications for Queensland schools. The starting points for this research were professional understandings gained from two decades of work in the field, both as a teacher and a curriculum developer at tertiary level. The 1983 study completed by Tainton, Peckman and Hacker (1984a) provided some interesting quantitative data which had been frequently cited by senior Physical Education Branch staff as evidence of the parlous state of primary school physical education. A closer examination of this data raised more questions than it answered. It was decided to replicate this study (as faithfully as possible) and to conduct a comparative analysis of the findings as a starting point to wider enquiries, which, because of the intensely political nature of the policy development process, would rest almost entirely on a critical understanding of the outcomes.

Consequently, the multi-paradigm approach adapted for this research was a combination of research methods culminating in a critical interpretation of the widest possible collection of data, evidence and information, particularly the lived experience of policy officers and key personnel involved in the implementation of policy. A strictly empirical-analytical method would have been invalid because of the problem that the total number of key personnel involved in the development and implementation of policy documents and syllabus materials did not constitute a valid sample size. The moral benefits of the approach flowed from the assumption of mutual respect, seeing the 'research subjects' as moral agents rather than objects, a stance which the strictly objective empirical-analytical approach would not allow (Steinhardt, 1992). The technical benefits of the chosen method were that it allowed a wider range of ideas and information to be included in the study. In the development of the research proposal it became obvious that while members of the discourse community (policy officers and

other interested persons) shared some common experiences, there were sufficient differences between them (time, place, position) to warrant a broader approach than would have been possible through empirical-analytical investigation. This is in keeping with Carr and Kemmis (1983, p.88) when they argue that people cannot be observed and understood in the same way as natural objects or phenomena. The synthesis of the outcomes of the research is now presented in the form of implications for future policy and practice.

Implications For Future Physical Education Policy Development

The findings from this study provide evidence of a substantial change in the content and conceptual structure of policies for primary school physical education that were developed over the period 1970-1993 (Department of Education, Queensland, 1972a; 1985a; 1987a; 1990a). Change in curriculum is inevitable and physical education like all subjects was subjected to review in one form or another. Goodson (1990a; 1994) has argued that subjects have 'careers' which prosper and wane depending upon the political skills of their proponents. This is evident in physical education in Queensland. However, there is no clear evidence of a need to ensure that any changes that occurred matched the needs of the children they were developed to serve rather than simply reflecting the needs of the policy developers. It is questionable whether the documents developed between 1970-93 for primary school physical education were critiqued by the developers in this regard and practices suffered as a result.

At a policy level, the changes to the primary school physical education policies from 1970-93 have generally been consistent with contemporary understandings about primary school physical education that have evolved over this time period (refer Chapter 3) and the changes support the policy developers' claims that they have actively deliberated on the purpose and organisation of physical education in Queensland primary schools. For example, health and lifestyle, which have emerged as key developments in physical education in the United States (see for example, National Association for Sport and Physical Education, 1992, 'Outcomes of Quality Physical Education Programs' which have also been adopted by the all encompassing American Alliance for Health, Physical Education, Recreation and Dance) have also been included

as significant themes within the Queensland policies. In addition, each of the attempts at policy renewal have included the introduction of innovative approaches to teaching and evaluating physical education programs and students.

From the policy as best practice perspective, the changes in the development processes that were used from 1970-1993 provide evidence that staff of the Department of Education have attempted to provide greater opportunities for teachers and others to participate in curriculum development (refer Chapter 3) and curriculum decision making (particularly for the 1987a and 1990a documents). However, teachers and teacher educators were concerned about their level of involvement in the policy development process, including the more recent attempts in 1987 and 1990. Some of the invited 'experts' have suggested that their invitation to participate was tokenistic and that the documents were often presented to them in their final form. In addition, concerns were expressed about the language that was used in the new policy documents which made them difficult to interpret and to use, particularly, by non-specialist teachers.

It has been noted by Print (1993) that Queensland was slow to embrace the school-based curriculum development initiatives that were promoted in the southern states in the the 1970s. While there is evidence that staff of the Department of Education have attempted more recently to involve teachers and others in curriculum decision making and to make the curriculum development process more participatory (for example the process that was identified in Chapter 6 for developing the *Health Education Curriculum Guide*), this has fallen well short of the broadly accepted models developed by Skilbeck (1984) and the Curriculum Development Centre (1976). Consequently, centralised curriculum decision making has remained dominant in the development of policies for primary school physical education. However, it can be noted that the 1983 *Health Education Curriculum Guide* provided a framework for a school-based approach to the development of a school's health curriculum.

At a logistical level, concerns were reported from teachers and others about the time required for primary school physical education policy development in Queensland. In the case of the 1987 and the 1990 documents, the cycle of policy conception,

development, trialling and redrafting was such that these projects became redundant before they could be completed following wider structural changes in the Department, This included the introduction of P-10 framework as a basis for curriculum development.

The implications from the above are that there is a need for staff at all levels of the Department of Education to review the processes that have been established for curriculum policy development. If they are genuinely interested in empowering teachers and others through participation in the curriculum process then they need to review their current strategies. This should include greater participation by teachers and others, including, representatives from teachers and others who live and work outside the State's south-east corner. Representation from the rural sector, where teachers have different needs and working conditions to those teaching in Brisbane, was noticeably absent on the committees responsible for developing the documents (it is acknowledged that teachers in schools in non-metropolitan areas have been involved in the trial phase but not in the decision making process). In addition, staff of the Department of Education need to review the process of curriculum policy development in terms of the time that has been required for the progression and production of policy documents. The suggestion, from a number of current teacher educators (reported in Chapter 7) that the Department advertise tenders to complete any further curriculum development for physical education in Queensland primary schools should be considered.

Implications for Future Physical Education Policy in Practice

The Queensland Department of Education successfully developed a number of policy documents for primary school physical education between 1970-93. In addition, the Department of Education was successful in securing the tender to develop the national profile for Health and Physical Education for the AEC (Australian Education Council Curriculum Assessment Committee, 1992). However, they have been unsuccessful in achieving the implementation of those policies for primary school physical education in practice including the 1972 policy which was still current as policy in 1993 and remains so in 1998. In contrast, Chapter 6 has reported that polices developed for secondary school physical education were successfully translated into practice between 1972-

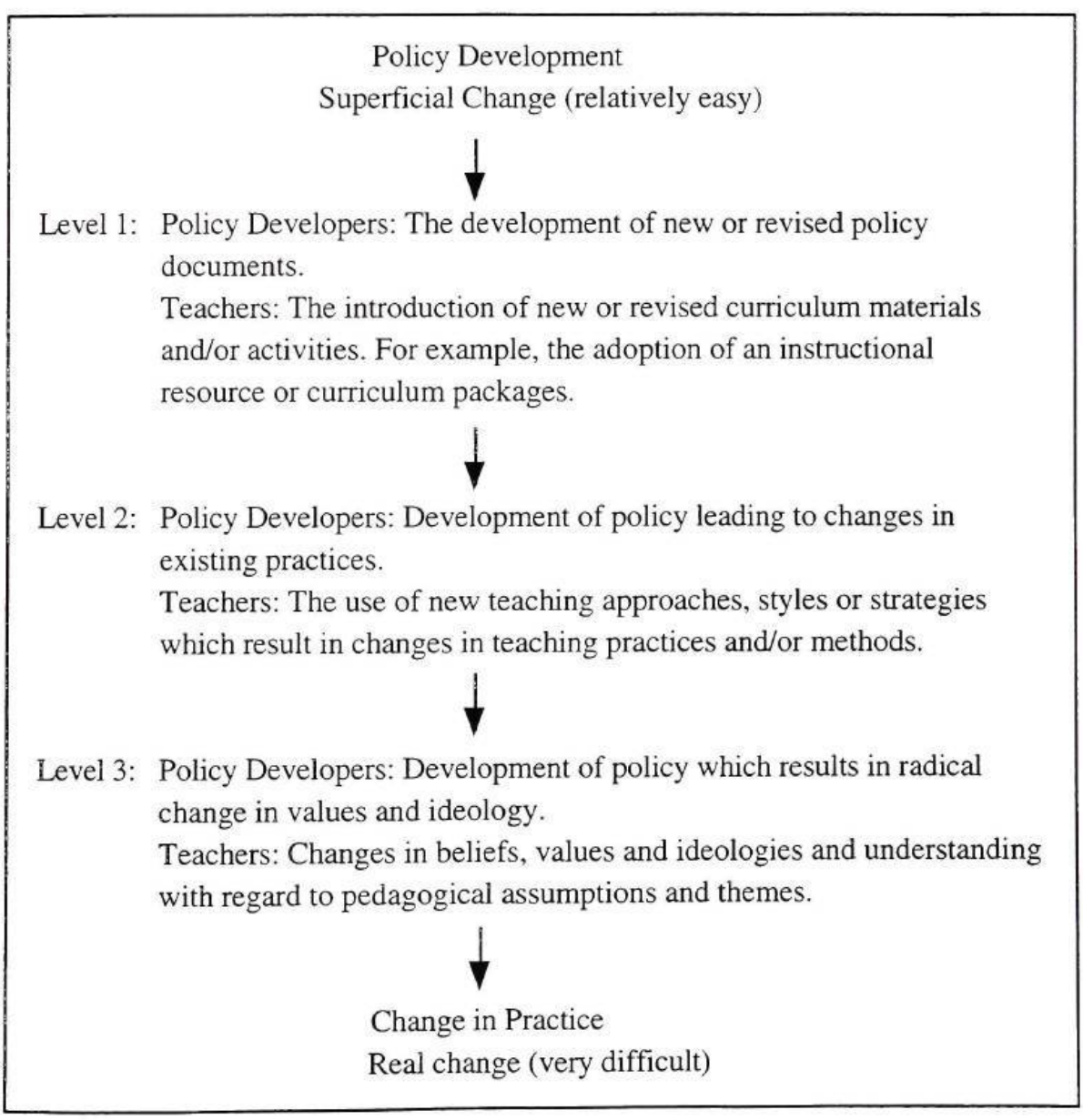
1993.

Despite the serious nature of the concerns about the problem of policy and practice development for primary school physical education, which were identified in the previous discussion, they are not insurmountable and this research has provided a number of suggestions regarding ameliorative action. In contrast, the problems and issues identified pertaining to policy implementation are much more significant and will not be as readily overcome. In terms of the curriculum change continuum suggested by Sparkes (1990), and discussed in Chapter 3, change in policy is relatively easy. In contrast change in practice is very difficult (refer Fig 9.1: Curriculum Change: Policy and Practice). However, without the latter, real change is unlikely to occur (Sparkes, 1990).

Chapters 5, 6 7 and 8 have identified a range of factors which contributed to the continuing rejection, in practice, of the 1972 document by teachers, and others. Many of these factors were interrelated, including: the uncertainty regarding the role of specialist and generalist teachers in primary schools with regard to physical education; the preference of some specialist teachers for an active teaching role rather than an advisory function, as indicated in the policy documents; the rapid expansion of physical education in secondary schools and the resulting drift of personnel and resources to this area; the classroom teacher's lack of confidence in their ability to successfully teach physical education; the increasing demands on classroom teachers from other curriculum areas for which they had sole responsibility; the 'non-contact' time issue; the reluctance of principals to adopt and enforce Departmental policies; the priorities that were promoted by the Department of Education and the marginal status of physical education in the primary curriculum; the questionable nature of some preservice programs; the poor lines of communication between staff of the Department of Education and teacher educators; and, the narrow view of physical education held by parents and students. It is questionable whether full implementation of any future physical education policy for Queensland primary schools could be successfully achieved without the resolution of these factors

The abovementioned issues were not identified or addressed in a coherent manner in the three attempts at policy renewal and it is difficult not to conclude from the findings that these documents would have been rejected by classroom teachers if they had proceeded to full implementation. The vast majority of participants in this research agreed that there was resistance from classroom teachers against any policies which required their increased involvement in teaching physical education and this is arguably a major finding from this study which should guide future policy development. The implication of this finding is that the staff of the Department of Education need to overcome this resistance or, alternatively, consider other arrangements for staffing primary school physical education.

Fig 9.1: Curriculum Change: Policy and Practice (Sparkes, 1990)



One of the underlying issues for those concerned with primary school physical education is the question of whether primary schools should have specialist physical education teachers or not, and if the former is supported, what the roles of these specialist teachers might be. It was clear from the data that the vast majority of Queensland State primary schools were visited by a specialist teacher (92.2 % of schools surveyed) and that these teachers play a pivotal role in the organisation of a school's physical education programs. However, all of the specialist teachers that participated in this study indicated that they had to service a number of primary schools and it was not uncommon for those specialist teachers who were appointed to country areas to be assigned five or six schools. One specialist teacher reported that they had to service nine schools. The responsibilities of the physical education specialists included: the development of school policies and programs for physical education; the development of school facilities and resources for physical education; teaching physical education; organising and implementing outdoor education and camping programs; organising and coaching teams for inter-school sport; and coaching and managing teams for inter-regional sport.

Specialist teachers reported that teaching physical education classes was their dominant activity (equal to or greater than 90% of their total time) and that classroom teachers and principals expected them to provide one lesson per week to each class at each of the schools they serviced. This requirement (their involvement in teaching each class one lesson per week) has the greatest influence on the organisation and implementation of physical education in Queensland primary schools. While the current syllabus document and policy writers and some specialist teachers argue for the specialist teachers adopting an advisory role, principals, the majority of the specialist teachers, and virtually all of the classroom teachers prefer their current role with regard to physical education. Thus, determining and changing the role of specialist teachers is a significant issue facing primary school physical education in Queensland.

An explanation of the above is that a culture of 'specialism' has developed in our primary schools with regard to physical education[1]. Most primary school teachers do not want to be involved in teaching this area (this may also true for a number of other

curriculum areas, for example, LOTE and Music). This lack of involvement in physical education is not because the classroom teachers lack the skills or confidence in this area (Kirk, Colquhuon & Gore, 1988) but because they have not been required to teach physical education lessons and their non-involvement has now been legitimated by the non-contact time policy. While classroom teachers are more than happy to be involved in sport (by providing transport, score, act as a referee, etc), and in some cases to organise a weekly fitness session, they do not want to be involved in developing and implementing physical education lessons which attempt to address the objectives which have been identified in the Department's documents (identified in Chapter 6) or those suggested in the nationally developed profiles and statements (Australian Education Council, 1994a; 1994b).

However, in Queensland, as in most Australian states and territories, primary schools are currently organised on the basis of a 'pastoral system' and generalist teachers. That is children are assigned to a particular grade and class, and a teacher who is responsible for all of the areas of curriculum is appointed to that class. The role description for the specialist physical education teacher which has been identified were constructed on the basis of this policy. It was never intended, nor did it become Departmental policy between 1970-93, that physical education specialists would teach physical education rather than operate as advisor and support to the classroom teachers in the implementation of their lessons. It is evident, from the research, that as the number of specialist teachers who were appointed to assist classroom teachers to meet their responsibilities in physical education increased the less involved in physical education the classroom teachers have become.

Recent attempts at curriculum development for physical education in Queensland (including, the attempts made in 1983-85, 1987 and 1988-91) were also firmly grounded in the pastoral system. These documents were based on the premise that the classroom teacher would be the principal teacher of physical education and this is one of the reasons why these attempts failed in practice, particularly the 1983-85 and the 1987 attempts. However, it would be inappropriate to lay fault only with the classroom teacher and there are a number of valid reasons for their non-involvement as they

attempt to meet the increasing demands placed on them from a range of areas (including, computers and technology, LOTE, screening tests for mathematics and English, human relations, social justice and equity, etc.). Furthermore, it has been reported that specialist teachers will be resistant to changing their current teaching role and that they do not want to adopt an advisory or support role.

Senior staff of the Queensland Department of Education will need to reconsider the structural arrangements which exist in Queensland primary schools as they engage in further curriculum reform for physical education. If it is to be successful, this curriculum reform will need to reflect not only advances in physical education curriculum design and/or pedagogy but also reflect the micro-politics of schools (Sparkes, 1990). The evidence suggests that this has not been completed in the policy development that occurred between 1970 and 1993 which was grounded in subject theory and ignored current practices.

Walmsley (1996) has reported that many Departments or Ministries of Education in Australia are now considering (or reconsidering) the concept of physical education specialists in their primary schools. According to Walmsley all of the States and Territories, with the exception of one, currently have specialist teachers in primary schools. In contrast, in 1992, if the findings from the Senate Inquiry (Senate Standing Committee on Environment, Recreation and Arts, 1992) were reported correctly, such appointments existed only in Queensland and Tasmania. However, the Queensland experience would question the merits of such appointments and it has been suggested that specialists have been part of the problem in primary school physical education rather than the solution. Staff from the Department of Physical Education at Edith Cowan University (in an open letter published in 1995) have also questioned the introduction of specialists as the solution to the problems that exist in their primary school physical education (Western Australia). Amongst their arguments is the view that what is most significant about primary schooling, in general, is 'quality teaching' and that the appointment of specialist physical education teachers will not necessarily guarantee quality teaching despite the possibility of them having specialist subject knowledge. This is not necessarily a criticism of specialist teachers but a recognition of

the wider ramifications of such appointments in addressing the specialist/generalist dichotomy.

Thus the fundamental issue which needs to be resolved concerns the nature of primary schooling and what educators, and others, are attempting to achieve at this level. Specifically, we need to debate the issue of whether we have subject and teacher specialisation in primary schools or whether we continue with our current organisational structure which is based on a pastoral concept and generalist teachers. Based on the evidence gained through this study, a combination of the above is not likely to be successful due to the fundamental tensions that this creates (this was critiqued in Chapter 7). Thus, discussion about whether primary school students (and ultimately the nation) will be better served by a pastoral system, or whether specialisation for all learning areas in primary schools will provide them with better opportunities for personal growth, should be the starting point for curriculum reform for primary school physical education.

The outcomes of these deliberations will have major implications in terms of physical education's purpose, content, organisational structure, pedagogy and how we might evaluate students and our programs. If the former is identified as the best way to proceed in primary schools (ie., maintaining a pastoral system), then we need to reconsider more carefully what this will mean for physical education as we develop the next generation of curriculum policies and guidelines. It may mean, for example, that we will have to accept that some experiences will need to be postponed until students proceed to secondary school. In addition, we will need to have a better understanding of what generalist teachers may achieve through their programs as opposed to teachers with specialist knowledge. Alternatively, if we are to follow the specialist route, then senior staff of the Department of Education will need to employ sufficient numbers of physical education teachers so that specialists can develop and implement comprehensive programs. For this to be achieved, teacher student ratios at least equivalent to what is currently found in secondary schools will be required (according to one current Regional Advisor for the HPE KLA this is approximately 1:250. The figures for primary schools from the Department, reported in Chapter 7, is 1:1000).

Matching Theory With Practice

While there are more sophisticated ways of defining what counts as theory and what counts as practice, it can be argued that 'theory' represents the knowledge and information available to educators from which they develop learning strategies. This includes knowledge pertaining to content and knowledge about pedagogy. 'Practice' on the other hand can be represented as the observable actions of educators in schools. The 1972 *Health and Physical Education Curriculum Guide* is part of the theory as it informed educators about the purpose of this curriculum area and specified the organisational structures to be used. This included, the roles and responsibilities of the classroom and the specialist teachers. This research revealed a fundamental mismatch between theory and practice which can be expressed as a formulation/realisation dialectic (Lundgren, 1991).

In the implementation of physical education, tension is created by an institutional division of the generalist and the expert/specialist teachers on one hand and theory/practice divisions on the other. The curriculum policy in question suggests the emergence of a specialist role which fosters an artificial division in responsibilities between curriculum planning and implementation and this in turn has created an unofficially sanctioned social structure in which principals and others choose not to observe departmental guidelines. In addition, there are no checks and balances to ensure that policy is actually implemented. This rejection of policy guidelines had become legitimised in practice.

These practices may have emerged because they were, in the teacher's professional judgment, the most educationally effective means of offering the physical education curriculum. Because 'specialists' have greater knowledge and skills, they should implement physical education lessons and this is the most appropriate practice. Principals would also have the view that logistically this is the most appropriate practice in the light of increasing demands on classroom teachers. This proposition represents a 'common sense' rejection of policy guidelines on the basis of experience. However, this assumes that the current organisation of schooling is correct and that the only problem here is the role of policy as presented; this is a questionable assumption.

I have suggested that the formulation/realisation dialectic can be interpreted as a theory/practice dialectic. The author(s) of the *Health and Physical Education Curriculum Guide* had preconceived ideas concerning implementation of physical education and the roles of teachers and others. This research indicates that these ideas have not been transformed into practice. Lundgren (1991) has suggested that this is not an unusual phenomenon, particularly when curriculum policies and program are developed in isolation from the schools they were designed for. Lundgren has indicated that curriculum has too often been developed without reference to the social contexts in which they will operate and instead of serving the children for whom they were designed, they serve wider institutional objectives. As a result educational goals become distorted. This argument has also been pursued by Habermas (1970; 1984) as the problem of translating technical information into the life-world which ideally would lead to emancipatory knowledge and practice. Therefore we should not be too shocked at the failure of modernist notions of the linear policy into practice models.

The physical education curriculum document in question, developed in the late sixties and published in 1972, is an example of an attempt to centrally prescribe the content and the implementation of curriculum across the state. While the developers may have been familiar with the needs of the metropolitan Brisbane community they appear to have little understanding of the needs of schools elsewhere, for example in provincial and rural locations (see Chapter 6 and 7). This has the hallmarks of interventionist policy development and implementation (Offe, et al 1975), which combines elements of the substantive and the symbolic (the mythology surrounding an expert in primary schools). Such policy representation needs a moral purpose in order to be legitimated (Prunty, 1985). In both these analyses, issues of legitimacy and the negotiation of values are central issues for policy developers as these ultimately determine who has the power to control policy and school practices. It is for this reason that Offe, et al (1975) consider that the relationship between policy formulation and deliberation to be the central problem in a post-capitalist society.

I have previously indicated in Chapter 3 that the main (though contested) function of schools is to provide the means for production and reproduction, and Lundgren (1983)

and Hamilton (1990) have both documented the use of schools and schooling, as part of the process by which society organises and controls the individuals within it. Kemmis' (1986) proposition that curriculum theories are social theories succinctly identifies the link between theory and practices undertaken in the social context of schooling and the preparation of life in a modern industrial society. Giroux (1990) has also contributed to this discussion and he argues that in modern societies, education and schooling have become a tool of industry and business rather than serving more basic humanistic and normative functions of personal and community emancipation (Giroux, 1990).

A discussion of the place and purpose of physical education in primary schools in Queensland has been a recurring theme in this thesis, and it is appropriate to conclude its possible function again in these terms. From this perspective, the purpose of physical education was the development of a fit and healthy work force with sufficient motor skills to engage in a variety of work related tasks. This would not be the intention of the physical educators operating in primary schools nor is it the intention of physical educators working in universities. However, it is likely that the professional roles of physical educators have been abused in this process (Fitzclarence, 1986). This state of affairs can be explained as the "discrepancy between the needs for motives declared by the state, the educational and occupational systems on one hand, and the motivation supplied by the socio-cultural system on the other" (McCarthy, 1978, p. 13).

The linear modernist understanding of policy would suggest that the 1972 document would have been implemented as described. Postmodern thought questions the uncritical acceptance of the basic tenets and values of modern industrial societies and emphasises the need for a critical examination of societal goals and practices. Some writers, for example Giroux (1990), have examined the relevance of post-modernity for educators who are critical of the current agendas being pursued in and by schools. Giroux points out the limitations of schools operating under the influence of modernity and demonstrates the value to society for establishing a more critical pedagogy and one which is (1990):

> dedicated to returning schools to their primary task: places of critical

> education in the service of creating a public sphere of citizens who are able to exercise power over their own lives and especially over the conditions of knowledge production and acquisition (p. 49).

If we accept these aims as the basis for schooling we need to examine the limitations that have been placed on schools by the existing policies that were developed on the ideological presumptions of fixed boundaries, for example with regard to role distinctions of specialist and generalist teachers. The lack of cooperation between various groups and individuals identified in this study, including, staff of the former Physical Education Branch, staff of the Curriculum Branch, classroom teachers, specialist teachers, principals and teacher educators, has been a significant finding of this study.

Thus for the issue under study here, the policy documents were examined with regard to a more idealistic view of the purpose of physical education. The problem was not simply that teachers were not fulfilling their function as determined by the policy between 1970-1993, but that, as a consequence of the roles that were adopted, primary school children were not able to enjoy the benefits of a comprehensive program of physical education. The result was that classroom teachers had little or no involvement in their class' physical education lessons (refer Chapter 5). Instead their classes were implemented by the physical education specialist. However, the specialist teacher-student ratio was such that each class received only one lesson per week; an arrangement which contradicts much of the pedagogical knowledge about how children learn which indicated that children needed repeated learning experiences each week if they were to prosper (see for example, Pangrazi, 1998; Rose,1997). The attempted reconstruction of the content of physical education included a futures perspective and a focus on health and lifestyle. This aspect of the attempts at curriculum renewal was particularly unsuccessful. As a consequence, physical education in Queensland primary schools maintained its focus primarily on the development of sport-related skills and children were not provided with learning experiences which achieved the wider outcomes identified for primary school physical education (for example, Department of Education, Queensland, 1990a). This is not simply a technical failure of curriculum; it is a moral failure to provide the best practice for children.

Notes to Chapter 9.

1. It could be argued that this 'culture of specialism' in Queensland has its origins in the introduction of the physical education teacher degree at the University of Queensland in 1946. According to PE Branch 2 (1995), this degree led to the designation of some graduates as Physical Education Specialist Teachers.

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Appendix

PRINCIPALS QUESTIONNAIRE

SECTION A: BACKGROUND INFORMATION

This section seeks basic information about your school. The questions require a tick in the appropriate box, or the insertion of the relevant information.

1. NAME OF SCHOOL: .....

2. DEPARTMENT OF EDUCATION REGION:
(Please tick one box to indicate your school's region)

- ❑ Brisbane North
- ❑ West Moreton
- ❑ Brisbane South
- ❑ Darling Downs
- ❑ South-Western
- ❑ Wide Bay
- ❑ Central
- ❑ Northern
- ❑ North-Western
- ❑ Peninsula
- ❑ South Coast
- ❑ Sunshine Coast

3. PUPIL ENROLMENT: ..... pupils

4. Does the school have the services of a physical education teacher?

❑ YES ❑ NO

5. If YES, how many *days per month* was the physical education teacher scheduled to visit your school in the following terms of 1993?

Term 3 ..... days per month

Term 4 ..... days per month

6. a. Is your school involved in 'Aussie Sport'?

❑ YES ❑ NO

b. 'Aussie Sport' contains five elements. If you indicated 'yes' for question 6a., please identify,with a tick, those elements of Aussie Sports that your school is particpating in:

- Sports Start ❑
- Sports Fun ❑
- Sport It ❑
- Ready Set Go ❑
- CAPS ❑

SECTION B: PLANNING AND IMPLEMENTATION OF THE PHYSICAL EDUCATION CURRICULUM

This section is concerned with the planning and teaching of physical education programs at your school. You are asked to make generalisations about what usually occurs on the basis of your observations or on the information you have gained from teachers. Please tick the appropriate box or insert the relevant information.

1. Has the physical education curriculum for your school been planned on a whole-school basis? (ie. a written school-based curriculum document extending from Years 1 to 7)?

❑ YES ❑ NO

If YES, please respond to Questions 2 AND 3; if NO, please proceed to Question 4.

2. Does this document contain the following?:

		YES	NO
(i)	school policy statements on the programs	❑	❑
(ii)	general aims and objectives	❑	❑
(iii)	specific aims and objectives	❑	❑
(iv)	*specific* learning activities to be undertaken	❑	❑
(v)	*suggested* learning activities	❑	❑
(vi)	guidelines for sequencing activities	❑	❑
(vii)	a wide range of physical education goals for the school	❑	❑
(viii)	flexibility for the teacher to meet the needs and interests of specific groups	❑	❑
(ix)	provisions for evaluation of pupil achievement	❑	❑
(x)	statements relating to availability of physical education resources	❑	❑
(xi)	statements concerning the role of the classroom teacher and/or physical education teacher	❑	❑

3. Who has contributed to the planning of your school's physical education statement?

	YES	NO
The principal or other member(s) of the administrative team	❑	❑
A physical education committee	❑	❑
Year level groups	❑	❑
A physical education specialist	❑	❑
University physical education staff	❑	❑
Community members	❑	❑
School students	❑	❑

Other please specify) .....

.....

.....

4. If you completed questions 2 and 3 please proceed to Question 5.
If you did not complete questions 2 and 3 please complete this question.

On what basis are your physical education programs planned? (tick *one* box only)

(i) All programs are developed by *individual* teachers for their own class(es). ❑

(ii) There is *some* co-operative planning within Year levels, but *most* teachers plan on an individual basis. ❑

(iii) Most physical education programs are developed co-operatively at the year level ❑

(iv) The physical education specialist develops programs at the class or year level ❑

(v) Other (please indicate) ..... ❑

.....

5. What problems are there in developing a physical education curriculum document for the *whole school* (ie. planned on a school level from Years 1 to 7)?

.....

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6. In your opinion, how useful are each of the following Department of Education publications with regard to planning for and/or teaching physical education ? Please circle one number to the right of each publication to indicate your opinion.

DEPARTMENTAL CURRICULUM PUBLICATIONS FOR PLANNING AND TEACHING PHYSICAL EDUCATION	VERY USEFUL	MODERATELY USEFUL		OF LITTLE USE		NOT SURE
1. "Health and Physical Education Curriculum Guide"	5	4	3	2	1	6
2. "Physical Education for Primary Schools - Gymnastics"	5	4	3	2	1	6
3. "Physical Education for Primary Schools - Games Program"	5	4	3	2	1	6
4. "Physical Education for Primary Schools - Swimming"	5	4	3	2	1	6
5. "Physical Education for Primary Schools - Athletics"	5	4	3	2	1	6
6. "Physical Education for Primary Schools - Physical Fitness Activities"	5	4	3	2	1	6
7. "Physical Education for Infant Grades"	5	4	3	2	1	6
8. "Safety Handbook for Schools: Physical Education"	5	4	3	2	1	6
9. "Outdoor Education - A Guide to Camping Out Programs"	5	4	3	2	1	6
10. "P-10 Health and Physical Education Framework"	5	4	3	2	1	6
11. Other Departmental publications (please specify)						
.....	5	4	3	2	1	6
.....	5	4	3	2	1	6

7. In general, what emphasis is placed in teachers' programs on each of the following physical education activities (taking seasonal factors into account)? Please circle a number for each activity for the school levels indicated using the following code:

4 = Great emphasis
3 = Moderate emphasis
2 = Little emphasis
1 = No emphasis

PHYSICAL EDUCATION ACTIVITIES	LOWER SCHOOL (Years 1-2)				MIDDLE SCHOOL (Years 3-5)				UPPER SCHOOL (Years 6-7)			
1. Fundamental Movement Skills	4	3	2	1	4	3	2	1	4	3	2	1
2. Gymnastics	4	3	2	1	4	3	2	1	4	3	2	1
3. Minor games	4	3	2	1	4	3	2	1	4	3	2	1
4. Dance and rhythmic activities	4	3	2	1	4	3	2	1	4	3	2	1
5. Athletics	4	3	2	1	4	3	2	1	4	3	2	1
6. Swimming	4	3	2	1	4	3	2	1	4	3	2	1
7. Organised sports, eg football, netball, etc.	4	3	2	1	4	3	2	1	4	3	2	1
8. Adaptive physical education (program for children with special needs)	4	3	2	1	4	3	2	1	4	3	2	1
9. Physical fitness activities	4	3	2	1	4	3	2	1	4	3	2	1
10. Camping	4	3	2	1	4	3	2	1	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	4	3	2	1	4	3	2	1	4	3	2	1
12. Other Activities (please specify)												
.....	4	3	2	1	4	3	2	1	4	3	2	1
.....	4	3	2	1	4	3	2	1	4	3	2	1

8. This section asks you to make judgements about the role of the physical education specialist teacher operating in primary schools.
In Column A, please indicate the extent to which the physical education teacher has been *actually engaged* in the tasks listed.
In Column B, please indicate the extent to which you believe the physical education teacher *should be engaged* in the each task.
If do not have the services of a physical education teacher, please complete *Column B only.*

TASKS THAT MAY BE PERFORMED BY A PHYSICAL EDUCATION TEACHER AT A PRIMARY SCHOOLS	Column A THE PHYSICAL EDUCATION TEACHER ACTUALLY *DOES:*						Column B THE PHYSICAL EDUCATION TEACHER SHOULD					
	Great Extent		Moderate Extent		No Extent	Not Sure	Great Extent		Moderate Extent		No Extent	Not Sure
1. Develop an overview of the school program for physical education.	5	4	3	2	1	6	5	4	3	2	1	6
2. Provide the school with a comprehensive physical education program for the whole school to follow.	5	4	3	2	1	6	5	4	3	2	1	6
3. Work co-operatively with class teachers to develop specific physical education programs for their classes	5	4	3	2	1	6	5	4	3	2	1	6
4. Provide the class teacher with an established, comprehensive physical education program for the class teacher to follow	5	4	3	2	1	6	5	4	3	2	1	6
5. Assist teachers to teach their classes physical education	5	4	3	2	1	6	5	4	3	2	1	6
6. Assist teachers in the evaluation of physical education activities	5	4	3	2	1	6	5	4	3	2	1	6
7. Assist teachers in planning appropriate programs for children with special needs.	5	4	3	2	1	6	5	4	3	2	1	6
8. Develop within the school, a wide range of materials and resources which teachers may use in their physical education programs	5	4	3	2	1	6	5	4	3	2	1	6
9. Conduct inservice programs for class teachers	5	4	3	2	1	6	5	4	3	2	1	6
10. Teach physical education lessons for the class teacher	5	4	3	2	1	6	5	4	3	2	1	6

SECTION C: FACILITIES AND EQUIPMENT FOR PHYSICAL EDUCATION ACTIVITIES

In this section, you are asked to make judgements about the facilities and equipment currently available at your school which may be used for physical education activities.

1. Facilities for Physical Education. Please indicate:
In Column A, whether or not the facility listed is to be found at your school, or if the school has *reasonable access* to it (eg. a Council swimming pool).
In Column B, for those facilities that you have access to, please indicate how often each is *used* by teachers in general taking seasonal factors into account.
In Column C, again for those facilities that you have access to, indicate how *adequate* each facillity is for the successful implementation of physical education programs.

	A		B			C		
SCHOOL FACILITIES FOR PHYSICAL EDUCATION:	ACCESS TO:		USED BY TEACHERS:			ADEQUACY OF FACILITY:		
	Yes	No	Often	Sometimes	Never	Most Adequate	Reasonably Adequate	Not Adequate
1. Indoor area(s), eg gymnasium	❑	❑	3	2	1	3	2	1
2. Teaching areas under school buildings	❑	❑	3	2	1	3	2	1
3. Outdoor covered areas	❑	❑	3	2	1	3	2	1
4. Hard surfaced areas for games, dance, etc.	❑	❑	3	2	1	3	2	1
5. Large grassed areas suitable for organised games	❑	❑	3	2	1	3	2	1
6. Small grassed areas suitable for gymnastics, exercises, etc	❑	❑	3	2	1	3	2	1
7. Walls that can be used for games, developing skills, etc	❑	❑	3	2	1	3	2	1
8. Swimming pool	❑	❑	3	2	1	3	2	1
9. Tennis, netball or basketball court(s)	❑	❑	3	2	1	3	2	1
10. Special playground/ adventure area with equipment.	❑	❑	3	2	1	3	2	1
11. Other facilities not included in the above (please specify)								
.....	❑	❑	3	2	1	3	2	1
.....	❑	❑	3	2	1	3	2	1

2. Equipment for physical education. Please indicate:
In Column A whether or not the equipment exists at your school for the activities listed .
In Column B, please indicate how often the available equipment is *used* by teachers in general taking seasonal factors into account.
In Column C, again for the equipment that you have access to, indicate the level of *adequacy* of this equipment.

	A		B			C		
EQUIPMENT FOR TEACHING THE FOLLOWING ACTIVITIES:	ACCESS TO:		USED BY TEACHERS:			ADEQUACY OF EQUIPMENT:		
	Yes	No	Often	Sometimes	Never	Most Adequate	Reasonably Adequate	Not Adequate
1. Fundamental Movement Skills	❑	❑	3	2	1	3	2	1
2. Gymnastics	❑	❑	3	2	1	3	2	1
3. Minor games	❑	❑	3	2	1	3	2	1
4. Dance and rhythmic activities	❑	❑	3	2	1	3	2	1
5. Athletics	❑	❑	3	2	1	3	2	1
6. Swimming	❑	❑	3	2	1	3	2	1
7. Organised sports	❑	❑	3	2	1	3	2	1
8. Adaptive physical education (program for children with special needs)	❑	❑	3	2	1	3	2	1
9. Physical fitness activities	❑	❑	3	2	1	3	2	1
10. Camping	❑	❑	3	2	1	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	❑	❑	3	2	1	3	2	1
12. Other Activities (please specify)								
.....	❑	❑	3	2	1	3	2	1
.....	❑	❑	3	2	1	3	2	1

Section D: Problem Areas

Thankyou for completing this questionnaire thus far. There are two open questions remaining to complete this exercise.

1. Please describe and discuss,any major problems that have restricted the learning opportunities of the pupils in your school's physical education programme.

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2. What additional support or assistance do you require to alleviate these problems?

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This is the end of the questionnaire. Thankyou for your participation.

CLASSROOM TEACHER QUESTIONNAIRE

SECTION A: BACKGROUND INFORMATION

This section seeks information about you and the class(es) that you are teaching this term (Term 4, 1993).
Please tick the appropriate box, insert the relevant information, or circle the appropriate number as required to indicate your selection.

1. Sex (please tick) ❑ Male ❑ Female

2. Teaching experience in primary schools (insert to nearest year): ..... Years

3. Name(s) of current school(s): .....

.....

4. Which year level(s) are you currently teaching? (please tick)

Year 1 ❑

Year 2 ❑

Year 3 ❑

Year 4 ❑

Year 5 ❑

Year 6 ❑

Year 7 ❑

5. Current class size (indicate no.):

Girls ..... Boys ..... Total .....

6. Please tick the box below which best describes your current teaching responsibilities:

❑ Single class or group by yourself

❑ Composite class or group by yourself

❑ Double Teaching space, cooperatively with another teacher

❑ Double teaching space, not cooperatively with another teacher

❑ Other (please specify): .....

7. a. In what year did you complete your pre-service teacher education course(s)?

19.....

b. Total Length of pre-service teacher education course: .....

c. Institution at which this was completed:

.....

8. This question refers to your teaching qualifications, and the extent to which you completed physical education units or subjects.

In Column A, please tick the most appropriate box to indicate the physical education completed in your *pre-service* teacher education/training courses.
In Column B, please indicate any additional qualifications in physical education that you have gained in addition to your pre-service courses.

TERTIARY QUALIFICATIONS	Column A Pre-service courses (tick one box only)	Column B Additional qualifications (please tick))
Diploma or Bachelor of Teaching - completed compulsory PE units only	❑	❑
Diploma or Bachelor of Teaching - completed a major in PE	❑	❑
Diploma of Physical Education	❑	❑
Bachelor of Education - majoring in physical education	❑	❑
Bachelor of Human Movement Studies	❑	❑
Other (please specify)	❑	❑
.....	❑	❑

9. Indicate here details of any additional qualifications that have been gained :

Award	University/Institution	Year Completed
.....	.....	.....
.....	.....	.....

10. In Column A, please indicate to what extent your pre-service training/education courses equipped you to teach *each* of the following activities in physical education (circle the appropriate number in each case).

In Column B, please indicate the extent to which you have gained *additional expertise* in teaching each of the following activities, since your pre-service training (eg. from in-service seminars, courses, professional reading).

PHYSICAL EDUCATION ACTIVITIES	From Preservice Course					Additional Expertise				
	Great Extent		Moderate Extent		No Extent	Great Extent		Moderate Extent		No Extent
1. Fundamental Movement Skills	5	4	3	2	1	5	4	3	2	1
2. Gymnastics	5	4	3	2	1	5	4	3	2	1
3. Minor games	5	4	3	2	1	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1	5	4	3	2	1
5. Athletics	5	4	3	2	1	5	4	3	2	1
6. Swimming	5	4	3	2	1	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1	5	4	3	2	1
8. Adaptive Physical Education (programs for children with special needs)	5	4	3	2	1	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1	5	4	3	2	1
10. Camping	5	4	3	2	1	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1	5	4	3	2	1
12. Other Activities (please specify)										
.....	5	4	3	2	1	5	4	3	2	1
.....	5	4	3	2	1	5	4	3	2	1

11. How proficient would you consider yourself to be in teaching *each* of the following aspects of physical education? (Please circle one number to indicate your level of proficiency for each activity).

PHYSICAL EDUCATION ACTIVITIES	Very Proficient		Moderately Proficient		Not Proficient
1. Fundamental Movement Skills	5	4	3	2	1
2. Gymnastics	5	4	3	2	1
3. Minor games	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1
5. Athletics	5	4	3	2	1
6. Swimming	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1
8. Adaptive Physical Education (programs for children with special needs)	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1
10. Camping	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1
12. Other Activities (please specify)					
.....	5	4	3	2	1
.....	5	4	3	2	1

SECTION B: ORGANISATION OF PHYSICAL EDUCATION ACTIVITIES

1. According to the weekly timetable for your class, how many *minutes* are allocated to physical education and organised sport and games? To take into account possible seasonal differences, please answer for both term 3 and term 4 of 1993. Include your time and specialist lessons here.

Days of the week	MINUTES FOR PHYSICAL EDUCATION LESSONS (eg. dance, basic skills, swimming, fitness etc)		MINUTES FOR ORGANISED SPORTS AND GAMES	
	Term 3	Term 4	Term 3	Term 4
Monday				
Tuesday				
Wednesday				
Thursday				
Friday				
Weekly Totals				

2(a). How often is a physical education specialist teacher scheduled to attend your school for teaching purposes (tick one box)

- ❑ Never
- ❑ Occasionally (eg. one or two visits a month)
- ❑ One day a week
- ❑ Two days a week
- ❑ Three days a week
- ❑ Four days a week
- ❑ Daily

2(b) How often is a physical education teacher (specialist) currently scheduled to to attend work with your class? (Include allocated swimming time).
Please indicate how many minutes per day and how this time is used.

Monday: .....

Tuesday: .....

Wednesday: .....

Thursday: .....

Friday: .....

3. Who is usually **responsible for planning** and teaching each of the following physical education activities for your class? (Please circle the appropriate number for each item for both the 'planning' and the 'teaching' column).

PHYSICAL EDUCATION ACTIVITIES	RESPONSIBLE FOR PLANNING THE PE ACTIVITIES					RESPONSIBLE FOR TEACHING THE PE ACTIVITIES				
	PE Teacher	PE Teacher and yourself	Yourself and other teachers	Yourself	No-one	PE Teacher	PE Teacher and yourself	Yourself and other teachers	Yourself	No-one
1. Fundamental Movement Skills	5	4	3	2	1	5	4	3	2	1
2. Gymnastics	5	4	3	2	1	5	4	3	2	1
3. Minor games	5	4	3	2	1	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1	5	4	3	2	1
5. Athletics	5	4	3	2	1	5	4	3	2	1
6. Swimming	5	4	3	2	1	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1	5	4	3	2	1
8. Adaptive Physical Education (programs for children with special needs)	5	4	3	2	1	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1	5	4	3	2	1
10. Camping	5	4	3	2	1	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1	5	4	3	2	1
12. Other Activities (please specify)										
.....	5	4	3	2	1	5	4	3	2	1
.....	5	4	3	2	1	5	4	3	2	1

4. Irrespective of who takes the various physical education activities with your class, what *emphasis is given* in the physical education program to each of the following activities? Please take seasonal factors into account when circling your responses in Column A.

In Column B please indicate what emphasis you consider *should be given* to each activity in the physical education program for your class.

PHYSICAL EDUCATION ACTIVITIES:	Column A EMPHASIS *ACTUALLY* GIVEN:						Column B EMPHASIS *SHOULD BE* GIVEN				
	Great		Moderate		None	Not Known	Great		Moderate		None
1. Fundamental Movement Skills	5	4	3	2	1	x	5	4	3	2	1
2. Gymnastics	5	4	3	2	1	x	5	4	3	2	1
3. Minor games	5	4	3	2	1	x	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1	x	5	4	3	2	1
5. Athletics	5	4	3	2	1	x	5	4	3	2	1
6. Swimming	5	4	3	2	1	x	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1	x	5	4	3	2	1
8. Adaptive Physical Education (programs for children with special needs)	5	4	3	2	1	x	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1	x	5	4	3	2	1
10. Camping	5	4	3	2	1	x	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1	x	5	4	3	2	1
12. Other Activities (please specify)											
.....	5	4	3	2	1	x	5	4	3	2	1
.....	5	4	3	2	1	x	5	4	3	2	1

5. This section asks you to judge what *is* the role of the physical education teacher in your school, and also what you consider the role *should be*.
In Column A please indicate the extent to which the physical education teacher has been *actually engaged* in the tasks indicated. In Column B, please indicate to what extent the physical education teacher ***should be engaged*** in each task.
If you do not have the services of a physical education teacher, please complete *Column B only*.

Tasks/Duties of a Physical Education Teacher	Column A The Physical Education Teacher *Actually Does*					Column B The Physical Education Teacher *Should*				
	Great Extent		Moderate Extent		No Extent	Great Extent		Moderate Extent		No Extent
1. Develop an overview of the school program for physical education	5	4	3	2	1	5	4	3	2	1
2 Provide the school with an comprehensive physical education program for the whole school to follow.	5	4	3	2	1	5	4	3	2	1
3. Work cooperatively with class teachers to develop specific physical education programs for their classes	5	4	3	2	1	5	4	3	2	1
4. Provide the class teacher with an established, comprehensive physical education program for the class teacher to follow	5	4	3	2	1	5	4	3	2	1
5. Assist teachers to teach their classes physical education	5	4	3	2	1	5	4	3	2	1
6. Assist teachers in the evaluation of physical education activities.	5	4	3	2	1	5	4	3	2	1
7. Assist teachers in planning appropriate programs for children with special needs and special interests.	5	4	3	2	1	5	4	3	2	1
8. Develop within the school, a wide range of materials and resources which teachers may use in their physical education programs.	5	4	3	2	1	5	4	3	2	1
9. Conduct inservice programs for class teachers.	5	4	3	2	1	5	4	3	2	1
10. Take the physical education lessons for the class teacher	5	4	3	2	1	5	4	3	2	1

SECTION C: FACILITIES AND EQUIPMENT FOR PHYSICAL EDUCATION

In this section you are asked to make judgements about the adequacy of facilities currently available for physical education at your school(s). if you teach at more than one school and they have contrasting scenarios provide some brief comments on the reverse.

1. In the table below we have listed the various areas of physical education. Indicate by circling one number adjacent to each content area your perceptions of the **adequacy** of current facilities (Column A) and current equipment levels (Column B) for conducting physical education.

PHYSICAL EDUCATION ACTIVITIES	Adequacy of Facilities, Buildings and Playgrounds			Adequacy of Equipment and Resources		
	Very Adequate	Adequate	Not Adequate	Very Adequate	Adequate	Not Adequate
1. Fundamental Movement Skills	3	2	1	3	2	1
2. Gymnastics	3	2	1	3	2	1
3. Minor games	3	2	1	3	2	1
4. Dance and rhythmic activities	3	2	1	3	2	1
5. Athletics	3	2	1	3	2	1
6. Swimming	3	2	1	3	2	1
7. Organised Sport	3	2	1	3	2	1
8. Adaptive physical education (program for children with special needs)	3	2	1	3	2	1
9. Physical fitness activities	3	2	1	3	2	1
10. Camping	3	2	1	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	3	2	1	3	2	1
12. Other Activities (please specify)						
.....	3	2	1	3	2	1
.....	3	2	1	3	2	1

SECTION D: DEPARTMENTAL CURRICULUM RESOURCE MATERIALS

This section refers to curriculum resource materials which may assist teacher in their planning and teaching of physical education.

1. This question examines the use of Departmentally produced materials. In Column A, please indicate whether or not you have **access** to the publication that is listed. In Column B, please indicate what **reliance** you place on each publication for the purposes of planning and teaching physical education

DEPARTMENTAL CURRICULUM RESOURCE MATERIALS FOR PLANNING AND TEACHING PHYSICAL EDUCATION	Column A ACCESS:			Column B RELIANCE:				
	Yes	No	Not Applicable	Great Reliance		Moderate Reliance		No Reliance
1. "Health and Physical Education Curriculum Guide "	❑	❑	❑	5	4	3	2	1
2. "Physical Education for Primary Schools - Gymnastics"	❑	❑	❑	5	4	3	2	1
3. "Physical Education - Games Program	❑	❑	❑	5	4	3	2	1
4. "Physical Education for Primary Schools - Swimming"	❑	❑	❑	5	4	3	2	1
5. "Physical Education for Primary Schools - Athletics"	❑	❑	❑	5	4	3	2	1
6. "Physical Education for Primary Schools - Physical Fitness Activities"	❑	❑	❑	5	4	3	2	1
7. "Physical Education for Infant Grades"	❑	❑	❑	5	4	3	2	1
8. "Safety Handbook for Schools: Physical Education"	❑	❑	❑	5	4	3	2	1
9. "Outdoor Education - A Guide to Camping Out Programs"	❑	❑	❑	5	4	3	2	1
10. "P-10 Health and Physical Education Framework"	❑	❑	❑	5	4	3	2	1
11. Other Departmental publications (please specify)								
.....	❑	❑	❑	5	4	3	2	1
.....	❑	❑	❑	5	4	3	2	1

2. Please list in the space provided curriculum resource material that you frequently use for developing and/or teaching physical education programs. Include here material that has been prepared by sources other than the Queensland, Department of Education.

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SECTION E: PROBLEMS AND PRIORITIES FOR ASSISTANCE

1. Physical education programs can have varied objectives and content, and many things can influence the planning and teaching of physical education activities. You are asked to indicate the extent to which each item has *facilitated* or *inhibited* the teaching of physical education activities to your class. Please use the following code when circling your responses.

    5 = The item has *greatly facilitated* planning and teaching physical education activities; it has enabled things to be done.
    4 = The item has had a positive influence, but to a lesser extent; it has caused no problems.
    3 = The item has had *no influence* on the physical education program.
    2 = The item has had a slight negative influence, has restricted the program to some extent, or has caused minor problems.
    1 = The item has *greatly inhibited* the kind of activities experienced by pupils, or has caused major problems; it has not enabled things to be done.

    Please provide any other comments that you wish to make on the reverse.

Items for consideration:	Greatly Facilitate		No Influence		Greatly Inhibited
1. The objectives of the Departmental Curriculum Guide	5	4	3	2	1
2. The content of the Departmental Curriculum Guide	5	4	3	2	1
3. Curriculum resource materials supplied by the Department	5	4	3	2	1
4. Curriculum resource materials developed by your school	5	4	3	2	1
5. School facilities for teaching activities	5	4	3	2	1
6. School equipment for teaching activities	5	4	3	2	1
7. School planning of physical education programs	5	4	3	2	1
8. School timetable for physical education programs	5	4	3	2	1
9. Your pupils' attitudes to physical education	5	4	3	2	1
10. Your level of background knowledge in physical education	5	4	3	2	1
11. Your range of teaching strategies	5	4	3	2	1
12. Assistance given by physical education teacher in the school	5	4	3	2	1
13. Assistance given by other teachers in the school	5	4	3	2	1

2. What priority would you place on the following in assisting you to *plan, teach* and/or *evaluate* physical education activities for your class? Please circle the appropriate by using the following code:

5 = Very high priority
4 = High priority
3 = Moderate priority
2 = Low priority
1 = Very low or no priority

TYPE OF ASSISTANCE	Assisting you to Plan PE	Assisting you to Teach PE	Assisting you to Evaluate
1. More suitable curriculum resource material	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
2. More suitable equipment	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
3. More suitable reference materials in school library	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
4. Planning on a school, rather than individual teacher, basis	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
5. Departmental in-service workshops/seminars	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
6. School-based in-service workshops/seminars	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
7. Information about other schools' physical education programs	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
8.Revised "Departmental Curriculum Guide for Physical Education for Primary Schools"	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
9. A more detailed Curriculum Guide	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
10. Detailed lesson material	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
11. A national curriculum document	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
12. More PE specialist teacher visits	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
13. Other (please specify)			
.....	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1

Thankyou for completing this questionnaire thus far. There are two open questions remaining to complete this exercise:

3. What problems are being experienced by you in planning and teaching physical education?

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4. What additional support do you require to alleviate these problems?

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This is the end of this questionnaire. Thankyou for your participation.

PHYSICAL EDUCATION SPECIALIST QUESTIONNAIRE

SECTION A: BACKGROUND INFORMATION

This section seeks information about you and the school(s) and classes that you teach.

For each question please tick the appropriate box, or insert the relevant information, in the space provided.

1. Sex: (tick) ❑ Male ❑ Female

2. Indicate how many years of teaching experience in Primary Schools you have now completed (insert to nearest year): ..... years

3. In what year did you complete your pre-service teacher education course? 19....

4. Indicate the total length of your pre-service teacher education course in years : ..... years

5. Indicate in Column A your initial teaching qualification in physical education, ie. your *pre-service* teacher education/training courses.

   In Column B, indicate any additional teaching qualification you have gained in physical education.

TERTIARY QUALIFICATIONS	A PRE-SERVICE COURSE (please tick)	B ADDITIONAL QUALIFICATIONS (please tick)
Diploma or Bachelor of Teaching - completed compulsory PE units only	❑	❑
Diploma of Bachelor of Teaching - completed a major in PE	❑	❑
Diploma of Physical Education	❑	❑
Bachelor of Education - majoring in physical education	❑	❑
Bachelor of Human Movement Studies	❑	❑
Other: ..... (please specify)	❑	❑

6. In Column A, please indicate to what extent you believe that your **pre-service** courses equipped you to **teach** the activities indicated (circle the appropriate number in each case).

In Column B, please indicate the extent to which **additional expertise** gained since the completion of your preservice program has enabled you to teach the activities indicated. (circle the appropriate number in each case)

PHYSICAL EDUCATION ACTIVITIES:	Column A PRE-SERVICE					Column B ADDITIONAL EXPERTISE				
	Great Extent		Moderate Extent		No Extent	Great Extent		Moderate Extent		No Extent
1. Fundamental Movement Skills	5	4	3	2	1	5	4	3	2	1
2. Gymnastics	5	4	3	2	1	5	4	3	2	1
3. Minor games	5	4	3	2	1	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1	5	4	3	2	1
5. Athletics	5	4	3	2	1	5	4	3	2	1
6. Swimming	5	4	3	2	1	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1	5	4	3	2	1
8. Adaptive Physical Education (programs for children with special needs)	5	4	3	2	1	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1	5	4	3	2	1
10. Camping	5	4	3	2	1	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1	5	4	3	2	1
12. Other Activities (please specify)										
.....	5	4	3	2	1	5	4	3	2	1
.....	5	4	3	2	1	5	4	3	2	1

7. How proficient do you consider yourself to be in teaching each of the following aspects of physical education? Circle the appropriate number to indicate your perceived level of competence in teaching each activity.

PHYSICAL EDUCATION ACTIVITIES	Very Proficient		Moderately Proficient		Not Proficient
1. Fundamental Movement Skills	5	4	3	2	1
2. Gymnastics	5	4	3	2	1
3. Minor games	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1
5. Athletics	5	4	3	2	1
6. Swimming	5	4	3	2	1
7. Organised sports eg. football, netball, basketball, etc.	5	4	3	2	1
8. Adaptive physical education (programs for children with special needs)	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1
10. Camping activities	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1
12. Other Activities (please specify)					
.....	5	4	3	2	1
.....	5	4	3	2	1

SECTION B: PROFESSIONAL ROLE

1. Indicate which school, or schools, you have attended as the physical education specialist teacher in each term of this year: (if you attended the same school(s) for the year complete Term 1 only and indicate "as above" for the Terms 2 to 4.)

Term 1 .....

.....

.....

.....

Term 3 .....

.....

.....

.....

Term 2 .....

.....

.....

.....

Term 4 .....

.....

.....

.....

2. Provide details of other professional activities that you have been involved in this year, eg. swimming program, coaching, inservice programmes, etc.

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3. Indicate on the charts that follow a typical weekly teaching load. Two charts have been provided; one for term 3 and one for this term (4). In the space provided indicate which school and class or group you are with and the nature of your professional activity, eg. meeting, teaching, coaching, inservice programmes, supervising, etc. If necessary, amend the times indicated in the left hand column.

TERM 3 1993

Time	Monday	Tuesday	Wednesday	Thursday	Friday
8.00					
9.00					
10.00					
11.00					
12.00					
1.00					
2.00					
3.00					
4.00					

TERM 4 1993

Time	Monday	Tuesday	Wednesday	Thursday	Friday
8.00					
9.00					
10.00					
11.00					
12.00					
1.00					
2.00					
3.00					
4.00					

4. These questions relate to your current role as a physical education specialist teacher. If insufficient space, please continue on the reverse.

a. Briefly describe your main role as a physical education specialist teacher.

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b. Briefly indicate how physical education programmes are developed at the school or schools you visit.

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c. In general terms, describe the dominant role of the classroom teachers at the school(s) you visit with regard to physical education.

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d. Indicate how you view the current organisation of physical education in primary schools, ie the roles that have been adopted by teachers.

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.....

.....

e. What changes with regard to the organisation of teaching physical education in primary schools would you suggest?

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.....

5. Indicate in Column A, what *emphasis is given* to the activities indicated in the physical education program of the school(s) you visit. In Column B indicate what emphasis you consider *should be given* to each activity.

PHYSICAL EDUCATION ACTIVITIES:	Column A EMPHASIS ACTUALLY GIVEN					Column B EMPHASIS SHOULD BE GIVEN				
	Great		Moderate		None	Great		Moderate		None
1. Fundamental Movement Skills	5	4	3	2	1	5	4	3	2	1
2. Gymnastics	5	4	3	2	1	5	4	3	2	1
3. Minor games	5	4	3	2	1	5	4	3	2	1
4. Dance and rhythmic activities	5	4	3	2	1	5	4	3	2	1
5. Athletics	5	4	3	2	1	5	4	3	2	1
6. Swimming	5	4	3	2	1	5	4	3	2	1
7. Organised sports	5	4	3	2	1	5	4	3	2	1
8. Adaptive physical education (program for children with special needs)	5	4	3	2	1	5	4	3	2	1
9. Physical fitness activities	5	4	3	2	1	5	4	3	2	1
10. Camping	5	4	3	2	1	5	4	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	5	4	3	2	1	5	4	3	2	1
12. Other Activities (please specify)										
.....	5	4	3	2	1	5	4	3	2	1
.....	5	4	3	2	1	5	4	3	2	1

6. In the table that follows we have indicated a number of tasks that may be performed by a physical education specialist teacher operating at a primary school. Indicate by circling an adjacent number the extent to which degree you agree with the task suggested.

Tasks/Duties: A physical education specialist should:	The extent to which you agree				
	Great Extent		Moderate Extent		No Extent
1. Develop an overview of school program in physical education	5	4	3	2	1
2. Provide the school with an comprehensive physical education program for the whole school to follow.	5	4	3	2	1
3. Work cooperatively with class teachers to develop specific physical education programs for their classes	5	4	3	2	1
4. Provide the class teacher with an established, comprehensive physical education program for the class teacher to follow	5	4	3	2	1
5. Assist teachers to teach their classes physical education	5	4	3	2	1
6. Assist teachers in the evaluation of physical education activities.	5	4	3	2	1
7. Assist teachers in planning appropriate programs for children with special needs and special interests.	5	4	3	2	1
8. Develop within the school, a wide range of materials and resources which teachers may use in their physical education programs.	5	4	3	2	1
9. Conduct inservice programs for class teachers.	5	4	3	2	1
10. Take the physical education lessons for the class teacher	5	4	3	2	1

SECTION C: FACILITIES AND EQUIPMENT FOR PHYSICAL EDUCATION

In this section you are asked to make judgements about the adequacy of facilities currently available for physical education at the school(s) you visit. if you visit more than one school and they have contrasting scenarios provide some brief comments on the reverse.

1. In the table below we have listed the various areas of physical education. Indicate by circling one number adjacent to each content area your perceptions of the **adequacy** of both current facilities (Column A) and current equipment levels (Column B) for conducting physical education.

PHYSICAL EDUCATION ACTIVITIES	Adequacy of Facilities, Buildings and Playgrounds			Adequacy of Equipment and Resources		
	Very Adequate	Adequate	Not Adequate	Very Adequate	Adequate	Not Adequate
1. Fundamental Movement Skills	3	2	1	3	2	1
2. Gymnastics	3	2	1	3	2	1
3. Minor games	3	2	1	3	2	1
4. Dance and rhythmic activities	3	2	1	3	2	1
5. Athletics	3	2	1	3	2	1
6. Swimming	3	2	1	3	2	1
7. Organised Sport	3	2	1	3	2	1
8. Adaptive physical education (program for children with special needs)	3	2	1	3	2	1
9. Physical fitness activities	3	2	1	3	2	1
10. Camping	3	2	1	3	2	1
11. Specific outdoor adventure activities (eg. bushwalking, canoeing, sailing)	3	2	1	3	2	1
12. Other Activities (please specify)						
.....	3	2	1	3	2	1
.....	3	2	1	3	2	1

SECTION D: DEPARTMENTAL CURRICULUM RESOURCE MATERIALS

This section refers to curriculum resource materials which may assist teacher in their the planning and teaching of physical education.

1. This question examines the use of Departmentally produced materials. In Column A, please indicate whether or not you have **access** to each resource material that is listed. In Column B, please indicate what **reliance** you place on each resource material, for the purposes of planning and teaching physical education activities.

DEPARTMENTAL CURRICULUM RESOURCE MATERIALS FOR PLANNING AND TEACHING PHYSICAL EDUCATION	Column A ACCESS:			Column B RELIANCE:				
	Yes	No	Not Applicable	Great Reliance		Moderate Reliance		No Reliance
1. "Health and Physical Education Curriculum Guide "	❑	❑	❑	5	4	3	2	1
2. "Physical Education for Primary Schools - Gymnastics"	❑	❑	❑	5	4	3	2	1
3. "Physical Education - Games Program	❑	❑	❑	5	4	3	2	1
4. "Physical Education for Primary Schools - Swimming"	❑	❑	❑	5	4	3	2	1
5. "Physical Education for Primary Schools - Athletics"	❑	❑	❑	5	4	3	2	1
6. "Physical Education for Primary Schools - Physical Fitness Activities"	❑	❑	❑	5	4	3	2	1
7. "Physical Education for Infant Grades"	❑	❑	❑	5	4	3	2	1
8. "Safety Handbook for Schools: Physical Education"	❑	❑	❑	5	4	3	2	1
9. "Outdoor Education - A Guide to Camping Out Programs"	❑	❑	❑	5	4	3	2	1
10. "P-10 Health and Physical Education Framework"	❑	❑	❑	5	4	3	2	1
11. Other Departmental publications (please specify)								
.....	❑	❑	❑	5	4	3	2	1
.....	❑	❑	❑	5	4	3	2	1

2. Please list in the space provided curriculum resource material that you frequently use for developing physical education programs and teaching. Include here material that has been prepared by sources other than the Queensland, Department of Education.

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SECTION E: PROBLEMS AND PRIORITIES FOR ASSISTANCE

1. Physical education programs can have varied objectives and content, and many things can influence the planning and teaching of physical education activities. You are asked to indicate the extent to which each item has *facilitated* or *inhibited* the teaching of physical education activities at the schools you visit. Please use the following code when selecting your responses.

   5 = The item has *greatly facilitated* planning and teaching physical education activities; it has enabled things to be done.
   4 = The item has had a positive influence, but to a lesser extent; it has caused no problems.
   3 = The item has had *no influence* on the physical education program.
   2 = The item has had a slight negative influence, has restricted the program to some extent, or has caused minor problems.
   1 = The item has *greatly inhibited* the kind of activities experienced by pupils, or has caused major problems; it has not enabled things to be done.

Items for consideration:	Greatly Facilitate		No Influence		Greatly Inhibited
1. The objectives of the Departmental Curriculum Guide	5	4	3	2	1
2. The content of the Departmental Curriculum Guide	5	4	3	2	1
3. Curriculum resource materials supplied by the Department	5	4	3	2	1
4. Curriculum resource materials developed by your school	5	4	3	2	1
5. School facilities for teaching activities	5	4	3	2	1
6. School equipment for teaching activities	5	4	3	2	1
7. School planning of physical education programs	5	4	3	2	1
8. School timetable for physical education programs	5	4	3	2	1
9. Your pupils' attitudes to physical education	5	4	3	2	1
10. Your level of background knowledge in physical education	5	4	3	2	1
11. Your range of teaching strategies	5	4	3	2	1
12. Assistance given by other teachers in the school	5	4	3	2	1

2. What priority would you place on the following in assisting you to *plan, teach* and/or *evaluate* physical education activities for your class? Please use the following code when selecting your response:

5 = Very high priority
4 = High priority
3 = Moderate priority
2 = Low priority
1 = Very low or no priority

TYPE OF ASSISTANCE	Assisting You to Plan for PE	Assisting you to Teach PE	Assisting You to Evaluate
1. More suitable curriculum resource material	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
2. More suitable equipment	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
3. More suitable reference materials in school library	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
4. Planning on a school, rather than individual teacher, basis	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
5. Departmental in-service workshops/seminars	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
6. School-based in-service workshops/seminars	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
7. Information about other schools' physical education programs	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
8. Revised "Departmental Curriculum Guide for Physical Education for Primary Schools"	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
9. A more detailed Curriculum Guide	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
10. Detailed lesson material	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
11. A national curriculum document	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
12. Others (please specify)			
.....	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1

3. What problems are being experienced by you in planning and teaching physical education?

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4. What additional support do you require to alleviate these problems?

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This is the end of this questionnaire. Thankyou for your participation.

Primary School Physical Education Project

Pupil Questionnaire

Hello and thankyou for being involved in this project. We will be asking you to tell us what you think about physical education and the kinds of things that happen in your physical education lessons.

It is important to remember that, for many of the questions that have been included in this survey, there are no right or wrong answers. Pease be honest when you tell us what you think, feel, or believe to be true.

Your teachers and your class mates will not see your answers.

Please do NOT put your name on the booklet.

For many questions, you be asked to indicate your answer by placing a CIRCLE around a number. If you make a mistake with an answer, or you change your mind, cross it out and put another.

For example: 1 2 3 4 5

Please complete the details below .

School: ..... **Class:** .....

Tick *one* box to indicate your sex: ☐ **Boy**

☐ **Girl**

Who takes you for your physical education lessons?

(Tick *one* box only).

1 ☐ My classroom teacher *usually* takes the lessons.

2. ☐ The physical education teacher *usually* takes the lessons.

3. ☐ My classroom teacher takes *some* lessons *and* the physical education teacher takes *some* lessons.

SECTION A: Activities that you do *at school*.

Answer the question below in bold by placing a CIRCLE around a number indicating your response for each activity listed:

Read each item carefully, and circle the number that you choose. Remember that we are talking about activities done at school.

At school this year how much have you liked:		Really liked	Liked	Not liked	Really disliked	Not done at school
1.	Listening to music	4	3	2	1	X
2.	Doing gymnastics	4	3	2	1	X
3.	Playing quiet games like draughts, chess, puzzles	4	3	2	1	X
4.	Athletics, such as running races, jumping competitions	4	3	2	1	X
5.	Talking with your friends	4	3	2	1	X
6.	Playing sports like football, netball, tennis	4	3	2	1	X
7.	Building a model	4	3	2	1	X
8.	Dancing	4	3	2	1	X
9.	Helping people do small jobs	4	3	2	1	X
10.	Doing fitness activities like jogging, exercises	4	3	2	1	X
11.	Reading a story	4	3	2	1	X
12.	Playing games where there is a lot of running, jumping	4	3	2	1	X
13.	Helping to cook something	4	3	2	1	X
14.	Working on a hobby	4	3	2	1	X
15.	Watching television	4	3	2	1	X
16.	Swimming	4	3	2	1	X
17.	Going for walks	4	3	2	1	X
18.	Learning skills such as throwing, catching, batting.	4	3	2	1	X
19.	Riding a bicycle	4	3	2	1	X
20.	Outdoor activities like camping, canoeing and bushwalking	4	3	2	1	X

SECTION B: Activities that you do *outside of school*.

Answer the question below in bold by placing a CIRCLE around a number indicating your response for each activity listed:

Read each item carefully, and circle the number that you choose. Remember that we are talking about activities done *outside of school hours*.

This year, outside of school hours, how much have you liked:		Really liked	Liked	Not liked	Really disliked	Not done
1.	Listening to music	4	3	2	1	X
2.	Doing gymnastics	4	3	2	1	X
3.	Playing quiet games like draughts, chess, puzzles	4	3	2	1	X
4.	Athletics, such as running races, jumping competitions	4	3	2	1	X
5.	Talking with your friends	4	3	2	1	X
6.	Playing sports like football, netball, tennis	4	3	2	1	X
7.	Building a model	4	3	2	1	X
8.	Dancing	4	3	2	1	X
9.	Helping people do small jobs	4	3	2	1	X
10.	Doing fitness activities like jogging, exercises	4	3	2	1	X
11.	Reading a story	4	3	2	1	X
12.	Playing games where there is a lot of running, jumping	4	3	2	1	X
13.	Helping to cook something	4	3	2	1	X
14.	Working on a hobby	4	3	2	1	X
15.	Watching television	4	3	2	1	X
16.	Swimming	4	3	2	1	X
17.	Going for walks	4	3	2	1	X
18.	Learning skills such as throwing, catching, batting.	4	3	2	1	X
19.	Riding a bicycle	4	3	2	1	X
20.	Outdoor activities like camping, canoeing and bushwalking	4	3	2	1	X

SECTION C: Physical Education Activities

This question is about activities completed as part of your physical education program and how *often* you do them.
Again circle a number to indicate your response:

As part of physical education, how often do you:	Almost every day	Once or twice a week	Once every two or three weeks	Occasionally	Never
1. Do gymnastics	5	4	3	2	1
2. Do athletics, such as running races, jumping competitions	5	4	3	2	1
3. Play sports like football, netball,tennis	5	4	3	2	1
4. Do dancing	5	4	3	2	1
5. Do fitness activities like jogging, exercises	5	4	3	2	1
6. Play games where there is a lot of running, jumping	5	4	3	2	1
7. Go swimming	5	4	3	2	1
8. Learn skills such as throwing,catching, batting.	5	4	3	2	1
9. Do outdoor activities like canoeing, and bushwalking	5	4	3	2	1
10. Go camping	5	4	3	2	1

SECTION D: Skill Development and Physical Education activities

There are five questions in this section.

The first question asks you to indicate how good you are at performing the activities listed.
As before, circle a number to indicate your response.

1.	How good are you at:	Very Good	Better than most children	About Average	Poor	Not done at school
1.	Gymnastics	4	3	2	1	X
2.	Athletics, such as running races, jumping competitions	4	3	2	1	X
3.	Playing sports like football, netball,tennis	4	3	2	1	X
4.	Dancing	4	3	2	1	X
5.	Doing fitness activities like jogging, exercises	4	3	2	1	X
6.	Playing games where there is a lot of running, jumping	4	3	2	1	X
7.	Swimming	4	3	2	1	X
8.	Learning skills such as throwing,catching, batting.	4	3	2	1	X
9.	Outdoor activities like canoeing, and bushwalking	4	3	2	1	X
10.	Camping	4	3	2	1	X

2. How physically fit do you think you are?

(This time tick *one* box to indicate your answer)

1. ☐ Very fit
2. ☐ Fitter than most pupils in my class.
3. ☐ About average fitness
4. ☐ Not as fit as most pupils in my class
5. ☐ Very unfit

3. How physically skilled do you think you are?

(Tick *one* box to indicate your answer)

1. ☐ Very skilled
2. ☐ More skilled than most pupils in my class
3. ☐ About average in skills
4. ☐ Not as skilled as most pupils in my class
5. ☐ Poorly skilled

This question is about whether or not you believe that your physical education lessons this year have helped you to *improve* your skills in physical activities. The following code should be used:

3 = PE improved my skills a great deal; 2 = PE improved my skills slightly; 1 = No change in my skill levels as a result of PE

4.	**How much did Physical Education improve your skills this year in the following areas?**	Greatly	Slightly	Not at all	Not done at school
1.	Gymnastics	3	2	1	X
2.	Athletics, such as running races, jumping competitions	3	2	1	X
3.	Sports like football, netball,tennis	3	2	1	X
4.	Dancing	3	2	1	X
5.	Fitness activities like jogging, exercises	3	2	1	X
6.	Games where there is a lot of running, jumping	3	2	1	X
7.	Swimming	3	2	1	X
8.	Basic skills such as throwing,catching, batting.	3	2	1	X
9.	Outdoor activities like canoeing, and bushwalking	3	2	1	X
10.	Camping	3	2	1	X

The next question is about how much you want to improve your skills in physical activities. The following code should be used:

3 = a great deal; 2 = to improve them slightly; 1 = not at all

5.	**How much do you want to improve your skills this year in the following areas?**	Greatly	Slightly	Not at all	Not done at school
1.	Gymnastics	3	2	1	X
2.	Athletics, such as running races, jumping competitions	3	2	1	X
3.	Sports like football, netball,tennis	3	2	1	X
4.	Dancing	3	2	1	X
5.	Fitness activities like jogging, exercises	3	2	1	X
6.	Games where there is a lot of running, jumping	3	2	1	X
7.	Swimming	3	2	1	X
8.	Basic skills such as throwing,catching, batting.	3	2	1	X
9.	Outdoor activities like canoeing, and bushwalking	3	2	1	X
10.	Camping	3	2	1	X

SECTION E: Statements About Physical Education Lessons

In this section you are asked to indicate what you think of the physical education lessons you have participated in during Terms 3 and 4 of this year? We have listed below a number of opposite claims. For each item please CIRCLE a number to indicate your position.

For example, the first statement is;

'OUR PHYSICAL EDUCATION LESSONS:'

Have been enjoyable	5	4	3	2	1	Have <u>not</u> been enjoyable

In this item, you have to choose a number which shows how enjoyable you think your physical education lessons have been. The more you have enjoyed physical education lessons, the **higher** the number you would choose. For example, if you have really enjoyed them, you should circle 5. The less you have enjoyed physical education lessons, the **lower** the number you would choose. For example, if you have not enjoyed them at all, you should choose 1.

OUR PHYSICAL EDUCATION LESSONS:

Have been enjoyable	5	4	3	2	1	Have <u>not</u> been enjoyable
Have been interesting	5	4	3	2	1	Have <u>not</u>been interesting
Have been fun	5	4	3	2	1	Have <u>not</u> been fun
Have been hard work	5	4	3	2	1	Have <u>not</u> been hard work
Have taken too much time	5	4	3	2	1	Have <u>not</u> taken too much time
Have been easy	5	4	3	2	1	Have <u>not</u> been easy
Have made me feel good	5	4	3	2	1	Have <u>not</u> made me feel good
Have helped me learn a lot	5	4	3	2	1	Have <u>not</u> helped me learn a lot
Have helped me to relax	5	4	3	2	1	Have <u>not</u> helped me to relax
Have been important to me	5	4	3	2	1	Have <u>not</u> been important to me
Have made me tired	5	4	3	2	1	Have <u>not</u> made me tired

Here are some statements about fitness and physical education. You are asked to indicate if they are true or false? If you think they are true, *circle* TRUE. If they are not true, *circle* FALSE. If you do not know or you cannot decide, *circle* NOT SURE.

	(3)	(2)	(1)
1. You can get fit by doing some sort of exercises once a week for about 10 minutes.	TRUE	NOT SURE	FALSE
2. Once you get fit you need less exercise to stay fit.	TRUE	NOT SURE	FALSE
3. If you do lots of hard exercise once per week you will get fit.	TRUE	NOT SURE	FALSE
4. You can get fit by doing vigorous exercise every day for about 15 minutes.	TRUE	NOT SURE	FALSE
5. If you always do lots of hard exercise you will always be tired and sore.	TRUE	NOT SURE	FALSE
6. If your parents are fit and strong, you will be fit and strong too.	TRUE	NOT SURE	FALSE
7. You can do things by yourself to get or keep fit.	TRUE	NOT SURE	FALSE
8. You do not have the time to do much physical exercise.	TRUE	NOT SURE	FALSE
9. The most important thing that helps you get fit is your physical education class.	TRUE	NOT SURE	FALSE
10. You need lots of equipment to get yourself fit.	TRUE	NOT SURE	FALSE
11. Girls cannot get as fit as boys.	TRUE	NOT SURE	FALSE
12. Boys learn more in physical education than girls.	TRUE	NOT SURE	FALSE
13. Boys do not like girls who are good at sport.	TRUE	NOT SURE	FALSE

Here are some more statements about fitness and physical education. As beforeo you are asked to indicate if they are true or false? If you think they are true, *circle* TRUE. If they are not true, *circle* FALSE. If you do not know or you cannot decide, *circle* NOT SURE.

14. Children that cannot do physical education should be allowed to miss it.	TRUE	NOT SURE	FALSE
15. Physical education is easy for most children in the class.	TRUE	NOT SURE	FALSE
16. If you do lots of practice you will get better at physical education.	TRUE	NOT SURE	FALSE
17. Physical education helps you to control your feelings.	TRUE	NOT SURE	FALSE
18. Physical education teaches children some bad habits like hitting people.	TRUE	NOT SURE	FALSE
19. Physical education does more harm than good.	TRUE	NOT SURE	FALSE
20. Girls cannot do as well in physical education as boys.	TRUE	NOT SURE	FALSE

Thankyou for completing this survey. This information will help teachers and others to develop future Physical Education programmes.